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ABSTRACT

This report addresses forces affecting Oregon's benchmark goals for education, recommendations about future measurement of the benchmark, research about best practices for improving these standards, and services and programs involved in addressing them. It describes the state of youth and education in Multnomah County through statistics on demographics, school funding and enrollment trends, and youth risk factors and outcomes. It uses data from surveys, focus groups, and academic research to examine which conditions are necessary for educational success, focusing on interpersonal relationships, expectations for students, student engagement, student contributions, and continuity of learning. After discussing strategies for measuring educational success and describing services and programs serving students in Multnomah County, the report offers eight strategies the community should use in order to meet the benchmarks (e.g.; marshalling resources within and outside the school to ensure that all children read at grade level by third grade and finding ways to ensure that expectations for all children are high). Four appendices include a table of youth services, youth focus group and interview protocols, adult stakeholder interview protocol, and Youth Asset Survey results. (Contains 105 references.) (SM)

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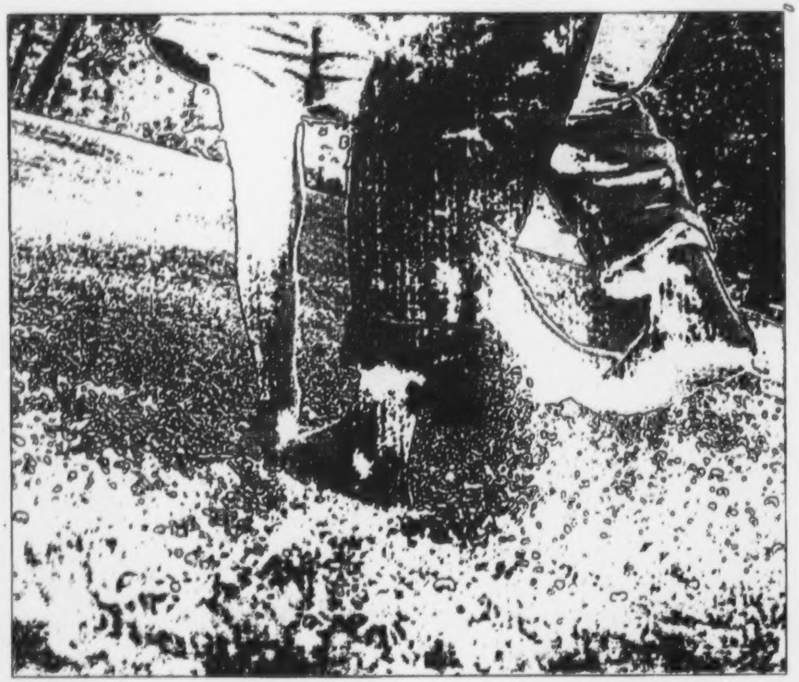
Aligning School, Family, and Community



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A report prepared for the

Portland Multnomah Progress Board and the
Commission on Children, Families and Community

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Educational Success for Youth:

Aligning School, Family, and Community

A Report Prepared by

Kathryn Nichols
and
Leslie Rennie-Hill, Ph.D.

For the
Portland Multnomah Progress Board
and the
Commission on Children, Families and Community

May 2000

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May 31, 2000

Dear Community Member,

We release this jointly produced report on **Educational Success for Youth** with a mixture of hope and alarm. We ask you to read it, and share it, and consider what actions you might take to improve the future of our community.

The Portland Multnomah Progress Board was established in 1993 to develop a vision for our community and establish benchmarks that measure our progress. The Board currently tracks 76 benchmarks across a range of areas, including:

- Health
- Education
- Families
- Special Needs
- Safety
- Governance
- Civic Participation
- Economy
- Environment
- Urban Vitality

In addition to regular reports on the condition of our community, the Progress Board produces detailed analyses of particular benchmarks. An earlier benchmark report on Children's Readiness to Learn (1998), has been an effective catalyst for community change and improved outcomes for young children.

The Commission on Children, Families, and Community of Multnomah County, established in 1993 and merged with the Community Action Commission in 1998, is charged with creating and overseeing the implementation of a comprehensive plan for all children and families in the county. The Commission was a major partner in the development of this report and will use the report to guide future investments.

These benchmark reports provide the Progress Board, other policy makers, and the larger community with:

- a better understanding of the forces that affect a benchmark,
- recommendations about future measurement of the benchmark,
- research about the best practices for improving the benchmark, and
- an assessment of the array of services and programs involved in addressing the benchmark.

This report uses a definition of success that considers the broad foundation of skills and competencies youth need to become successful adults. These include academic skills, as well as health and physical wellbeing, interpersonal skills, vocational competency, and citizenship.

This study of local youth and schools shows sustained improvements in many measures, for many children. But because of the profound and rapid changes in our economy, technologies, and social institutions, still greater improvements are needed, and for more youth than ever before.

To ensure our youth are prepared, we demand more of our schools, at a time when their funding has significantly eroded. This report recognizes the importance of schools, but also looks for the other essential formal and informal partners that can and must help youth become successful adults.

The research is clear that we must better align efforts-this is true of schools, as well as families, youth-serving agencies, businesses, and community. We must also focus on early reading skills; the achievement gap for children of color, in poverty, or non-English speaking; high quality teachers; parental involvement and adult mentoring programs; and the transition from school graduation to employment.

These are formidable challenges, but there is no more important priority than our children's future. With this report as our common guide, please join us in action!

Sincerely,

Vera Katz
Vera Katz
Portland Mayor
Progress Board Co-Chair

Larry Norvell
Larry Norvell
United Way President
Chair of CCFC
Progress Board

Beverly Stein
Beverly Stein
Multnomah County Chair
Progress Board Co-Chair
Vice Chair of CCFC

EXECUTIVE SUMMARY

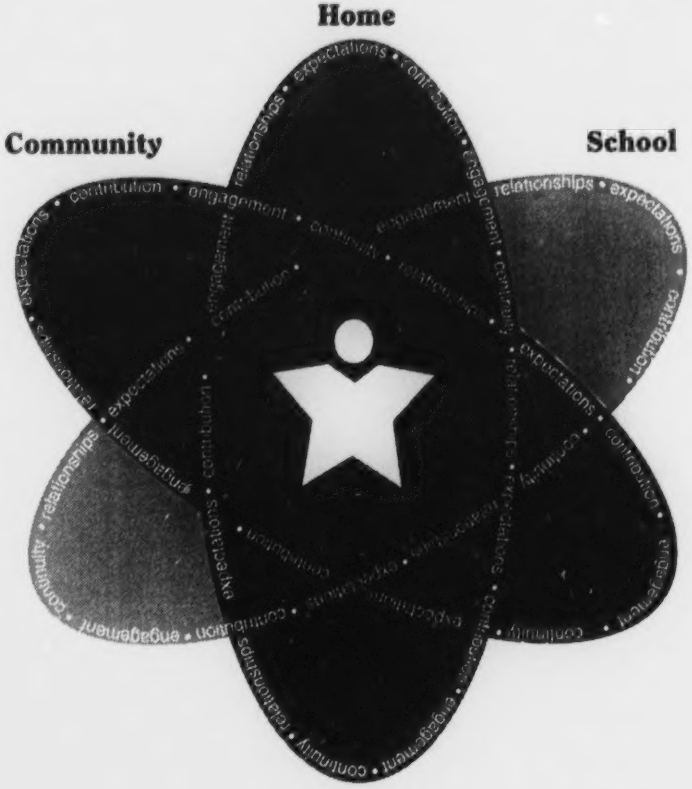
This benchmark report on **Educational Success for Youth** was prepared to provide the Portland Multnomah Progress Board, the Commission on Children, Families and Community of Multnomah County, school superintendents, other policy makers, and the larger community with:

- a better understanding of the forces that affect our benchmark goals for education,
- recommendations about future measurement of the benchmark,
- research about the best practices for improving the benchmark, and
- an assessment of the array of services and programs involved in addressing the benchmark.

Framework for Educational Success
Our definition of educational success is a broad one that captures the range of skills and competencies that youth need to succeed as adults. It begins with cognitive and creative competencies, the traditional gauges of academic success. But it also includes health and physical wellbeing, interpersonal skills, vocational competency, and citizenship.

Drawing on research spanning the disciplines of education, sociology, child development, psychology, and social work, we identify five conditions necessary for youth success.

These five conditions are illustrated graphically below:



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Relationships

The importance of one-to-one relationships in the lives of children and youth cannot be over-stated. When young people enjoy positive relationships with parents, teachers, and other adults in the community, they are apt to try harder and persist longer in their education. Continuous, caring relationships convey to young people that they are known and valued, and through such relationships adults can offer guidance and answer questions. Educational research confirms that positive relationships with effective teachers are key to learning in the classroom. Enduring relationships with caring, competent adults and friends outside the classroom also provide guidance and support for children and youth to succeed in their education.

Expectations

The research supporting school reform confirms that expectations impact achievement. Children and youth need to know what is expected of them. They are challenged by high expectations and diminished by low ones. Children and youth need activities that are developmentally appropriate and have clear structures and guidelines. Adults need to set high academic and social competency goals and then coach young people to achieve them by focusing on their assets and strengths. Expectations are a two-way street. The community also needs to hold high expectations for the performance of all adult participants in the system including family and community members, youth services, and school personnel, not just children and youth.

Engagement

Students relish interactive, relevant, developmentally appropriate learning activities. They rise to academic challenges and get bored when lessons are too easy or rote, or too difficult to handle. When activities are varied—individual, group, geared to different learning styles, creative—and when they call for critical thinking and problem solving, then children and youth fully engage in learning. Teachers and other adults who work with youth play a pivotal role in stimulating engagement in learning. When teachers and other adults are enthusiastic, when they care for their students and have a passion for their subjects, and when they are competent professionals, students learn more and enjoy the process. Conversely, when teachers are poorly trained or dispirited about their work, students disengage and their achievement declines.

Contribution

Children and youth thrive when they can make a real and valued contribution to their world—at home, at school, and in their own communities. When children play a vital role in family activities, school activities, community service, and community boards and projects, they learn that they too are important and competent. They learn how to exercise leadership and give back to their community. Students learn to apply knowledge they have acquired in other settings. This adds a relevant realism to their studies. Finally, students who contribute begin to develop habits of heart and mind that they can carry into adulthood as lifelong learners and community members.

Continuity

The learning process is a continuous one. During the preschool years, children need an educational system supporting the development of their readiness to learn. Once in the K-12 system, they need smooth and articulated transitions from year to year—especially from elementary to middle school and from middle to high school—or when they must move and change schools. It is at these points of change that students can get lost or begin to move in an unproductive direction.

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Children and youth also benefit when they clearly understand that the people in their homes are working side by side with those in their schools and communities to ensure that they will achieve academically and socially. This requires continuity and collaboration between the adults who interface with children at home, school, and in the community. For children lacking the family support which nurtures educational success, this continuity is especially key.

Finally, educational success does not end abruptly with a high school diploma, the CIM/CAM, or the end of 12th grade. When adults create bridges that connect students to work and further studies, then students can more smoothly move on to the next phase of their lives, learning to build their own bridges as they do so.

Responsibility for ensuring educational success does not fall exclusively to our schools. It requires support from families. And it also requires support from peers, neighborhoods, government, community-based agencies, and employers —the broad category of "community." The five conditions should be present across all three domains: in the child's home, at school, and in the neighborhood and larger community. For those whose families are unable to nurture the conditions for their children's educational success, the critical contribution may come from schools and the larger community.

The State of Our Youth

This report attempts to describe the state of local youth through statistics on demographics, school funding and enrollment trends, and youth risk factors and outcomes. Oregon's school reform effort increases academic expectations for youth. Technology and dynamic changes in the working world also demand higher levels of skill from youth. But we face heightened expectations for youth and schools at a time when school funding has been significantly eroded, and when more children are living in single parent and dual worker households, which are less able to provide them with adequate support. Further, as our local population becomes more ethnically diverse, student populations include increasing numbers with language needs.

In spite of these pressures, there are many signs of educational success among youth. Elementary school achievement in reading and math has increased significantly, though improvements for middle and high school students are more modest. Despite reported increases in local dropout rates, more students are completing their education, albeit through non-traditional paths. About 90% of our students are enrolled in the county's public schools, one of the highest rates in the nation.

But the news is not all good. Very few of our local high school students met the new requirements for the Certificate of Initial Mastery (CIM) during the first year of implementation of the new standards. Further, there continues to be a significant achievement gap by race and social class that must be addressed in order to ensure that all of our students reach educational benchmarks.

Tensions in Our Systems

Through surveys, academic research, and focus groups we found that youth need more sustained and **caring relationships** with parents, teachers, and other adults in the community to support their education. To strengthen education support, parents must communicate better with their children and increase school involvement. Smaller elementary classes and smaller high schools can increase achievement by enhancing student-teacher relationships, but these solutions are not a panacea. Because of significant increases in minority populations, schools also need to work with colleges and universities to increase the pool of minority teachers, especially bilingual teachers. Local mentoring efforts show promise but should be better coordinated in order to match the supply of caring adults with the many youth who could benefit from greater interaction with an adult.

National educational research underscores the importance of **high academic standards**, and local youth stressed that they perform best when expectations are high. Oregon's school reform raised academic expectations for all students, and can restore public faith in our schools through increased accountability. Unfortunately, with the funding for many local districts eroding and insufficient support from the Oregon Department of Education, implementation of the Certificate of Initial Mastery (CIM) and the Certificate of Advanced Mastery (CAM) has experienced many setbacks. Some local districts have worked to make the CIM a meaningful standard for their students, but others are struggling to align instruction and develop tracking systems to support the CIM. Many parents and students continue to be confused and apprehensive about the new standards. If the higher standards mandated by the State of Oregon are to succeed, local districts and schools must make them meaningful, provide teachers and students with the support to meet them, and educate the community more fully about them.

High academic standards and expectations must be applied to all students if we are to make headway on reducing the achievement gap that remains for our minority students. Local government, community-based agencies, and philanthropic organizations need stronger mechanisms of accountability to ensure that youth programs and services outside schools achieve positive outcomes. Finally, our schools, families, and communities must better articulate and build the civic and moral values we want to instill in our youth.

Research on dropouts underscores the importance of relevant instruction and effective teaching to academic success. Further, many studies have documented the impact on subsequent educational success of **engaging children** early in elementary school and ensuring that they can read by 3rd grade. New findings on brain development show the importance of increased investment in early childhood education, and especially early language and literacy. While most of our school districts have increased their average elementary reading achievement levels, more attention is needed to provide children of color and those with limited English proficiency with the language and reading skills they need to engage in education. Throughout the K-12 system, students need more relevant and individual instruction. Further, more youth should become engaged in after-school activities, particularly those who are at-risk.

Our young people want to **contribute** and have a voice. While some efforts have been made to give local youth a voice in the decisions that affect them, many still feel under-valued and unappreciated. This may play into the very low rates of voting among young adults.

Perhaps most importantly, we must build more **continuity** into the supports for youth. When we inventoried the many programs and services for youth in Multnomah County we found an incredible amount of effort, with large public and private investments devoted to youth. We estimate conservatively that the community spends over $130 million annually on youth services. This investment is over and above the basic cost of K-12 public education in Multnomah County, which is close to $1 billion.

Despite the magnitude of services, we do not have much of a "system" that inter-relates school, community, and home supports. Over the course of the project, we interviewed several hundred youth service providers, state and local government program managers, and numerous youth advocates and policy analysts. While many had a good understanding of some part of the "system," no one was able to describe the full scope of supports for school-aged youth. There are hundreds of different youth programs supported by many different funding streams with varying program expectations. Most services target at-risk youth with particular deficits, despite broad-based support and interest in strength-based approaches.

To provide consistent and continuous educational support for youth, these services must be better aligned. The spirit of collaboration among funders, local governments, non-profits, and schools in Multnomah County will be a real asset, but alignment will also pose significant challenges.

Key Strategies

Based on our research on children's educational success, we highlight **Eight Key Strategies** the community will need to pursue in order to meet our benchmarks. These strategies are "key" because the research suggests they would have the greatest impact on youth success, because they raise broad policy issues, or because they will require the collaborative efforts of several institutions, agencies, or levels of government. Most involve all three. These are:

1. Marshal resources within and outside of schools to ensure that all children read at grade level by the third grade. If we do nothing else, the research suggests that this would be the most cost-effective investment we could make as a community in increasing educational success.

2. In order to ensure that students can succeed through relationships with effective and engaging teachers, school districts, teachers unions, teacher training programs, the Teacher Standards and Practices Commission should work collaboratively to strengthen efforts to attract, prepare, and retain a workforce of the highest quality educators.

3. Find ways to ensure that expectations for all children are high and more aggressively implement strategies to reduce the achievement gap for children in poverty and children of color. Portland Public School's Action Plan for eliminating disparity proposes particular solutions, based on a comprehensive review of best practices nationally and broad-based community input.

4. Consider ways to restructure our high schools to better prepare and transition students to post-graduate experiences and employment. Strengthen the existing school-to-work efforts for all students, not just those students at risk. Move more quickly to institutionalize high, performance based standards for high school graduation.

5. Schools should further engage the community in a discussion about how to best address the educational needs of the growing population of students who speak languages other than English.

6. Increase coordination and integration of youth services in Multnomah County through cross departmental strategic and collaborative service planning. Strengthen systems of outcome tracking and accountability for youth services.

7. Continue to increase and strengthen relationships between youth and caring adults through a stronger infrastructure of support for existing mentoring programs. There is considerable redundancy in the recruitment and training functions of these organizations. Mentoring programs should streamline the assessment process for matching volunteers as mentors with youth, to reduce the high attrition rate.

8. Strengthen continuity between schools and families through enhanced parental school involvement, and create more educational continuity for mobile students. Strengthen continuity for students across the key transition points between pre-school and kindergarten, elementary and middle school, middle and high school, and high school and work or college.

The last chapter also includes additional strategies for the community, schools, and state and local governments.

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Introduction

Introduction

This report is a collaborative effort of the Portland Multnomah Progress Board and the Commission on Children, Families and Community of Multnomah County.

In their 1997 strategic plan, *Creating a Chosen Future,* the Commissioners identified "Children and youth succeeding in their education" (Goal #3) as one of three major wellness goals for Multnomah County. The County Benchmark identified as the measure of progress for meeting this goal was the high school completion rate (Benchmark #38). With Goal 3 and the school completion benchmark as starting points, the purpose of this project was to update the Commission's strategic plan and define strategies for measuring and better meeting the community's goals for educational success. The Commission plans to use the findings from this study to guide the development of a collaborative initiative to support school-aged youth.

This is the third Benchmark Report prepared for the local Progress Board. These benchmark reports provide the Board, other policy makers, and the larger community with:

- A better understanding of the forces that affect a benchmark,
- Recommendations about future measurement of the benchmark,
- Research about best practices for moving towards the benchmark goals, and
- An assessment of the array of services and programs involved in addressing the benchmark.

Because the Progress Board's 1998 report on *Children's Readiness to Learn* was such an effective catalyst for mobilizing a community response to the needs of young children, the Commission on Children, Families and Community requested and provided financial support for a similar assessment of what school-aged youth need to succeed in their education.

Scope of the Report

The report defines educational success broadly as the process by which children become responsible adults and citizens, enter and advance in the labor force, become effective parents, and participate in social and political life. Given this broad definition, our analysis extends beyond schools into the domains of family and the larger community. We specifically chose not to directly address questions of pedagogy and school instruction, although we do address broader questions about our educational institutions and their linkages with other community efforts.

The Report is Very Timely

School funding has eroded over a period when our expectations for schools have increased. Local voters will be asked this spring to approve additional financial support for schools, and the state legislature will again address the question of whether to provide the support needed to meet the benchmark goals they set for schools and students under the Oregon Educational Act for the 21st Century.

Oregon's school reform efforts are at a critical crossroads. Unless local school districts and the larger community can adapt state benchmarks into a set of locally defined expectations for students and for schools—and convey them effectively to students and their families—we will fall short of meeting standards and school reform may not endure. If state mandated reform efforts are to survive, local districts must be afforded the support and flexibility to make them work for the children they serve.

The Portland School District is in the midst of a strategic planning process to identify steps that must be taken to ensure that schools meet ambitious goals for the next five years. Action plans in seven goal areas will be drawn up by teams of community members, and built around the best educational research and practices.

The local Schools Uniting Neighborhoods Initiative (SUN), represents a new effort with the potential to serve as an effective model of collaboration between families, state and local governments, community agencies, employers, and schools.

All these developments challenge the community to agree on a vision of educational success and to recast our institutions so they are capable of producing the conditions necessary for youth to succeed.

Focus on Strengths and Assets

The Commission on Children, Families and Community approaches its work with a commitment to build on the strengths and assets of our youth, rather than focusing on risks and deficiencies. This approach is central to the local Commission's *Take the Time* campaign. Such a philosophical shift is also occurring nationally among those studying, serving, and advocating for youth. In keeping with that trend, this report conceptualizes educational success affirmatively, in terms of the requisite competencies. If it is success we want, we will need measures and benchmarks that focus attention on success, and not the prevailing measure of school success: the high school dropout rate. We have conceptualized the positive conditions necessary for success in the family, school, and community.

We believe that this strength-based approach will help build the collaborations necessary to meet our common vision for youth. At the same time, we recognize that many youth have limited assets and face incredible obstacles. They may require special attention if they are to develop the resiliency needed to succeed.

The report was prepared by Kathryn Nichols, the Progress Board's Research Director, and Dr. Leslie Rennie-Hill, a local educational researcher, former teacher, and school administrator. Although the Progress Board staff operates out of the City of Portland's Auditor's office, this report does not comply with all the requirements of Government Auditing Standards.

Organization of the Report

Chapter 1 **Our Framework for Educational Success**
This chapter defines educational success and presents a research-based model of the conditions necessary for youth to succeed.

Chapter 2 **The State of Youth and Education in Multnomah County**
This chapter uses a series of indicators and trends to assess the state of education and students in Multnomah County.

Chapter 3 **Local Voices**
This chapter captures the beliefs of local youth and other adult stakeholders about which conditions necessary for educational success are present in our community today.

Chapter 4 **Tensions and Intersections in Our Systems**
This chapter assesses the extent to which the five conditions necessary for educational success are supported by local families, schools, and other institutions in the community. It also raises a number of broad policy issues that need to be addressed if our systems are to enhance youth success.

Chapter 5 **Measuring What Matters**
This chapter discusses strategies for measuring educational success that are consistent with our vision.

Chapter 6 **Inventory of Youth Services in Multnomah County**
This chapter includes a detailed description and assessment of the services and programs serving school-age youth in Multnomah County.

Chapter 7 **Strategies for Improvement**
This chapter recaps the policy issues raised in Chapter 4 and makes specific recommendations for improvements in particular services.

CHAPTER 1

Our Framework for Educational Success

CHAPTER 1

Our Framework for Educational Success

The definition of educational success that frames the report is a broad one. Children succeed in their education when they have the skills and competencies to become successful adults. The local Commission on Children, Families and Community defined educational success as, "*a comprehensive state of a child's being, characterized not only by academic accomplishment, but also by a sense of safety and belonging, the capacity to give and receive respect, feelings of accomplishment, a developing set of social skills, a sense of personal power, and the ability to find meaning in personal endeavors.*" (Creating a Chosen Future, 1997)

Pittman and Cahill (1992) identified five basic competency areas that define the range of skills and behaviors required for success as adults. These competencies are echoed in the child and youth development literature as well as school-to-work literature. Collectively, they capture what youth need to become successful in the work world, as parents, as citizens, and as members of a community.

Cognitive/Creative Competence — This is the cornerstone of what we typically consider academic success, and the objective of formal schooling. It includes the motivation to learn and achieve, good oral and written language skills, analytical and problem-solving skills, and the development of a broad base of knowledge, including mathematics. In the 21st century, this competency also requires technological competency and the ability to use computers.

Health/Physical Competence — This competence involves good current health status and the knowledge, attitudes, and behaviors that promote good decision-making and sustain health in the future. It is this competency that buffers against teen pregnancy, obesity, poor health, and substance abuse.

Personal/Social Competence — These are the personal skills such as self-discipline and the capacity to understand emotions. It captures the interpersonal skills that allow us to work and develop positive relationships with others through empathy, cooperation, communication, and negotiation. It also includes the judgment skills to work with others to plan, evaluate, solve problems, and make responsible decisions.

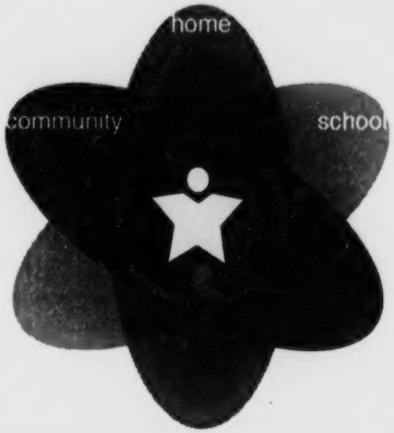
Vocational Competence — This competence includes knowledge about career and employment options, acquisition of employment-related skills, and knowledge of the steps and effort needed to effectively prepare for and succeed in the work world.

Citizenship Competence — This involves knowing and appreciating the history and values of one's community, culture, and nation. It also involves participation in community life through voting and community service.

Conditions Necessary for Educational Success

Children and youth develop the competencies that constitute educational success because a complex and dynamic set of conditions combine to provide them with support, guidance, challenge, and opportunity. These five conditions, which are represented graphically below are:

- Relationships
- Expectations
- Engagement
- Contribution, and
- Continuity.



The conceptual model was adapted from the work of Cahill and Pitts (1997) at the Youth Development Institute. These conditions are also reinforced by current academic literature across the disciplines of education, sociology, psychology, business, and social work. Our model draws on research on academic achievement and dropouts, child development, resiliency and developmental assets, school-to-work, effective schools and school reform. The competencies and supporting conditions that form the cornerstone for this report distill, and thus simplify, the Commission's *Take the Time* campaign and its model of 40 developmental assets. The critical importance of these conditions was also affirmed by our interviews with national experts, local youth and other stakeholders.

What All Children and Youth Need to Succeed in their Education

Relationships

The importance of positive one-to-one relationships with adults in the lives of children and youth cannot be over-stated. Connecting youth to caring adults who help to nurture their skills and capacities is the cornerstone of the Commission's *Take the Time Initiative*, and is supported by the Search Institute's national research on youth assets. Based on a legacy of research on "Youth at Risk", Dryfoos (1998) concludes that all youth must be connected to a responsible adult.

Educational research confirms that positive relationships with effective teachers are key to learning in the classroom. (Cotton, 1999 and 2000) Further, enduring relationships with caring, competent adults and friends outside the classroom also provide guidance and support for children and youth to succeed in their education. Werner and Smith's 30-year study of high risk children found that those who had relationships with parental substitutes, such as grandparents and older siblings, developed resiliency which then translated into higher levels of academic achievement and school completion. A strong external support system of caring adults at school, church, or other youth activity also impacted these outcomes. Our institutions and systems need to be designed to support the creation and maintenance of constructive, and continuous relationships between students and the many people who touch their lives, both in and out of school.

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Expectations

Children and youth know what is expected of them. They feel challenged by high expectations and diminished by low ones. The national school reform movement is premised on a wide body of research documenting the association between high expectations and high academic achievement. (Cotton, 1999, 2000) Children and youth need activities that are developmentally appropriate and have clear structures and guidelines. Adults need to set high academic and social competency goals and then coach young people to achieve them by focusing on their assets and strengths. Expectations create results: if adults and young people do not aim high, they'll never get there. Expectations are a two-way street. The community also needs to hold high expectations for the performance of all adult participants in the system, including family and community members, youth service providers, and school personnel, not just children and youth.

Engagement

Research on effective schools (Cotton, 1999, 2000) confirms that students succeed academically when they are engaged by interactive, relevant, and developmentally appropriate learning activities. When activities are varied—individual, group, geared to different learning styles, creative—and when they call for critical thinking and problem solving, then children and youth fully engage in real learning. Teachers and other adults who work with youth play a pivotal role in stimulating engagement in learning and in their achievement. When teachers and other adults are enthusiastic, when they care for their students and have a passion for their subjects, and when they are competent professionals, students learn more and enjoy the process. Conversely, when teachers are poorly trained or dispirited about their work, students disengage and their achievement declines. Studies of high school dropouts in

Oregon and elsewhere frequently report that students dropout because they are not provided with engaging activities at school.

Beyond schools, the broader community also plays a role in providing youth with engaging activities. In their qualitative study, McMillion and Reed (1993) found that resilient youth are involved in constructive activities outside of school, such as sports, community services, and the arts. By providing youth with recognition and support for special talents, these activities work to build self-esteem.

Contribution

Children and youth thrive when they can make a real and valued contribution to their world – at home, at school, and in their own communities (Coles, 1993). Child psychologist William Damon (1995) stresses that when students play a vital role in family activities, school activities, community service, and community boards and projects, they learn that they too are important and competent. They learn how to exercise leadership and give back to their community. When students contribute to their world, they often must apply what they learn in other settings. This adds a relevant realism to their studies. Finally, students who contribute begin to develop habits of heart and mind that they can carry into adulthood as lifelong learners and community members.

Continuity

The model makes it clear that the responsibility for educational success does not fall exclusively to our schools. It requires support from families. And it also requires support from peers, neighborhoods, government and community-based agencies, and employers. We cast this last set of efforts into the broad category of "community." Coleman and Hoffer (1987) found that educational achievement is boosted when students are embedded in relationships and systems that articulate a shared set of values and perspectives about schooling and achievement. Resnick's analysis of the National Longitudinal Study of Adolescent Health (1997) confirms that youth-connectedness to multiple support networks, such as family, school and community buffers them against the poor health outcomes correlated with academic failure, including mental illness, violence, substance abuse, and sexuality.

Price, Cioci, Penner and Trautlein (1993) argue more generally that healthy development requires youth to be supported and surrounded by positive "webs of influence". Family, school, and community need to be consistent in the positive norms and opportunities they provide for youth through abundant connections in youths' lives: parents are involved with schools, schools work seamlessly with community resources, and communities provide support and resources to strengthen families. The better those connections and the tighter the webs of influence, the harder it is for youth to fall through the cracks.

Research on resiliency confirms that for those whose families are unable to nurture the conditions for their children's educational success, the critical contribution may come from schools and the larger community (Bernard, 1999; Benson, 1995; and Henderson, 1997). Some children may find support from home and school to buffer the impact of a distressed community. There is no perfect formula for the mixture. But the prospects for educational success are greatest when adults at home, at school, and in the community, work together to meet the needs of young people.

The learning process is a continuous one. During the preschool years, children need an educational system supporting the development of their readiness to learn. Once in the K-12 system, they need smooth and articulated transitions from year to year – especially from elementary to middle to high school or when they must move and change schools. National research and data on students in Multnomah County confirm that it is at these points of change that students can get lost or begin to move in an unproductive direction.

Finally, educational success does not end abruptly with a high school diploma or the end of 12th grade. The burgeoning school-to-work movement, which grew out of the US Department of Labor's SCANS (1991) report, is seeking to build stronger linkages and continuity between schools and employers.

Recognizing Risks

Our conceptual model highlights the conditions that support educational success. But it is also important to identify the factors that put certain youth at greater risk, so that prevention and intervention can be appropriately targeted, early and to those most in need. Lisbeth Schorr argued ten years ago in her important book, *Within Our Reach*, that we then knew enough about risk factors associated with educational failure to formulate new policies to address them.

Across different studies examining many different youth outcomes, researchers have identified a cluster of common risk factors. Risk factors may be present in any of the domains of a child's life: individual, family, school, or community (Hawkins and Catalano, 1992; McPartland and Slavin, 1990; Frymier, 1992; and Davis and McCaul, 1990).

Risk Factors for Educational Success

Individual
Family
School
Community

DOMAIN	RISK FACTOR
Individual	Personality and physical attributes Poverty English as a second language Low self-esteem Substance abuse Pregnancy Involvement with Juvenile Justice system
Family	Single parent Dysfunctional, stressed families Mobility Substance abuse Low educational attainment of parents Low involvement with school
School	Unable to read at grade level in 3rd grade Attendance problems Retention (i.e. held back to repeat a grade) Poor academic achievement Behavioral and disciplinary problems Coursework uninteresting or not relevant
Community	Poverty Access to drugs and firearms Neighborhood disorganization

At both the community and the individual level, poverty is generally identified as the greatest single risk factor for youth success, because it is often linked with many other risk factors. For many children, poverty is associated with being brought up by a single parent, with low levels of education, and a family history of high risk behavior, including abuse, substance use, and involvement in the criminal justice system. Growing up in poverty is also associated with living in a community with access to drugs and firearms, low neighborhood attachment, and high mobility. The presence of multiple risk factors compounds the difficulty for families to create the conditions necessary for their children's educational success.

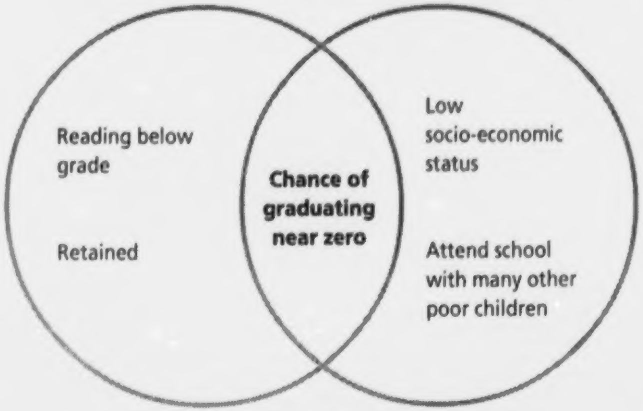
The impact of poverty is multiplied when children attend school primarily with other poor children. In communities that are residentially segregated by social class and committed to neighborhood schools segregated schools are inevitable.

It is quite remarkable how early educational failure can be predicted. By the 3rd grade, low levels of achievement in elementary school, when combined with poverty, provide early and powerfully predictive warning signals that children will not succeed in their education. The critical risk factors are

- Whether children can read at grade level in 3rd grade, and
- Whether they have been retained (i.e. Held back to repeat a grade).

By the 3rd grade, it is possible to project with better than 80% accuracy whether a student will drop out of school based on the variables illustrated in the graphic below:

Predicting High School Graduation of 3rd Graders


Reading below grade
Retained
Chance of graduating near zero
Low socio-economic status
Attend school with many other poor children

Source: McPartland and Slavin, 1990, p. 7.

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In later years, other risk factors come into play. But none are as powerful as poverty, retention, and early reading ability. Surveys of students who drop out of high school point to additional factors including classes not interesting or relevant, and competing responsibilities at home, such as the need to provide childcare or work.

Our definition of educational success is a broad one that incorporates the five competencies which underlie success: cognitive, health, personal/social, vocational, and citizenship. Collectively, these competencies underlie our success as students, as employees, as future parents, and contributing members of a community. The conceptual framework identifies the five conditions essential to the development of these competencies. Supported by a wide range of research on children and youth, these conditions are relationships, high expectations, engaging activities, opportunities to contribute, and continuity. Optimally, these conditions will be supported at home, at school, and in the larger community, but stronger support in one domain can compensate when it is lacking in another. A number of risk factors impede the educational success for some of our children. The most critical of these is poverty, and early failure at school, particularly in reading. Supporting the conditions necessary for success is especially important for children at risk, for it is these conditions that can provide them with the resiliency to rise above the adversity they face.

CHAPTER 2

The State of Youth and Education in Multnomah County

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In this chapter we present statistics on schools and youth in Multnomah County. There are currently about 105,000 school-aged children (ages 5-17) living in the County, and eight school districts. Our compendium begins with trends in demographics and youth risk behaviors. Next we review school funding and enrollment data, as well as trends in educational outcomes through high school. The chapter concludes with available data on what happens to local students after they leave high school.

Collectively, these statistics present a picture more favorable than the one that is painted by the press, and understood by taxpayers. Funding for local schools has been reduced considerably by Ballot Measure 5 and the Legislature's inability to provide adequate funding. Further, the student population includes increasing numbers of minority and immigrant youth who are generally considered educationally at-risk. But in spite of these pressures and the added challenge of implementing Oregon's state school reform initiatives, most academic outcomes for youth show sustained improvements over the last decade. The press focuses on increases in the local dropout rate. More reliable and valid indicators of school completion, such as rates of educational attainment, suggest that more students are completing their education, albeit through non-traditional paths. In addition, we have one of the highest public school enrollment rates for a metropolitan area, with 90% of Multnomah County's students enrolled in public schools.

We also report on favorable trends in many of the youth risk behaviors that put local students educationally at risk. During the last decade, there have been significant reductions in teen pregnancy, in juvenile crime, and in youth suicide rates.

But the news is not all good. Although many trends are improving, we are at risk of leaving substantial groups of students behind. There continues to be a significant achievement gap by race and social class that needs to be addressed if we are to reach educational benchmarks.

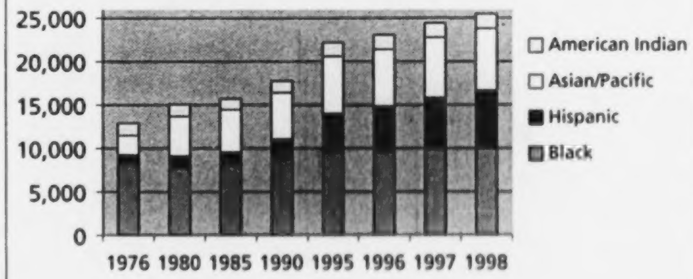
Demographics: Increased Diversity and Changes in Families

The two most significant demographic trends are the increasing diversity of the student population, and the increasing number of children raised by single parents. The rate of poverty among school-aged youth has been relatively stable.

Increased Diversity in Student Population

Over the last several decades Multnomah County has experienced significant waves of immigration, which has resulted in an increasingly diverse population. This diversity is amplified in the school-aged population for two reasons. Immigrants tend to be young families, and many immigrant populations have higher fertility rates. The chart below illustrates the growth in minority populations in Multnomah County's public schools. The growth in the population of Asian students occurred largely in the late 1970s. The most significant increase in Latino students occurred in the 1990s.

Growth in Minority Students in K-12: Multnomah County Districts



Source: Oregon Department of Education

The charts on page 13 illustrate the ethnic diversity of students in Multnomah County and each of its school districts. Historically, Portland Public Schools was the district most impacted by racial and ethnic diversity. Over the last 10 years, however, some of the smaller East County districts, such as David Douglas, Parkrose, and Reynolds have experienced significant increases in minority and ethnic populations. The Reynolds district currently has the highest percentage of Hispanic students, and Parkrose has the highest percentage of Asian students.

Increases in Students Who Speak English as a Second Language (ESL)

With immigration has come a new diversity in the languages spoken by children in Multnomah County. Over the last seven years, the number of students who speak English as a second language has more than doubled. Increases in the David Douglas and Reynolds districts have been most significant, but the percentages vary significantly by district. Overall, about 9% of the public school students in Multnomah County receive ESL services. David Douglas and Reynolds have the highest proportion of ESL students, over 10%.

ESL Populations by School District: 1993 to 2000

District	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99	Estimate 1999-2000	% Change 1993-2000	% of '99 Enrollment
Centennial	64	108	126	136	185	256	401	540	746%	7%
Corbett	4	2	1	1	2	3	7	6	54%	1%
David Douglas	240	233	295	424	595	833	1,074	1,363	468%	14%
Gresham-Barlow	121	118	155	242	314	363	491	609	402%	4%
Parkrose	113	148	148	274	357	380	352	398	252%	10%
Portland	2,949	3,250	3,307	3,435	3,497	3,587	4,033	4,166	41%	8%
Reynolds	243	255	321	459	661	853	1,074	1,488	513%	13%
Riverdale		0						3		0%
County Total	**3,734**	**4,114**	**4,353**	**4,970**	**5,611**	**6,276**	**7,431**	**8,573**	**99%**	**9%**

Source: Oregon Department of Education. These counts are average daily membership (ADM) statistics, upon which ESL state funding allocations to local districts are based. Percentage of enrollment calculated using total district ADM (Average Daily Membership).

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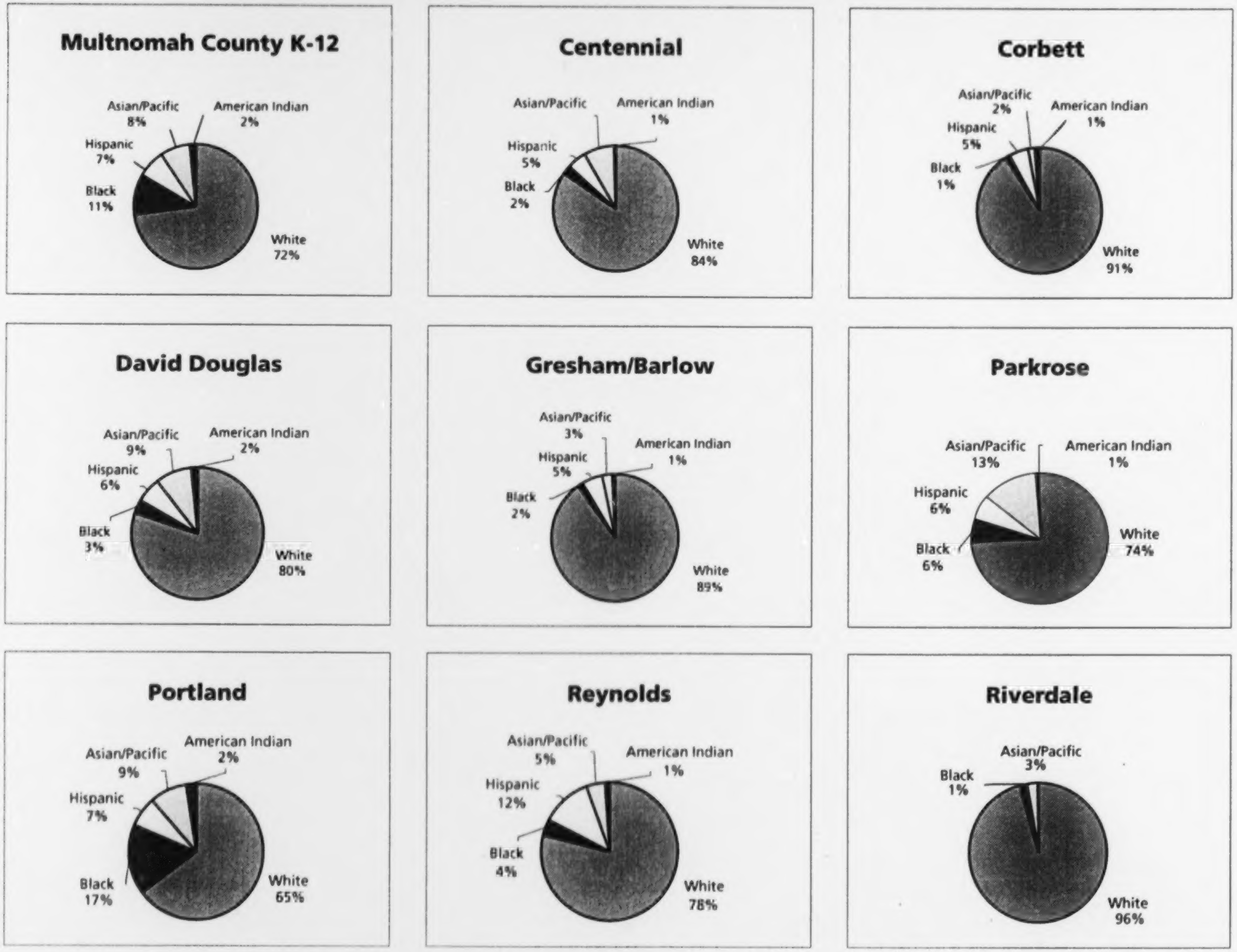
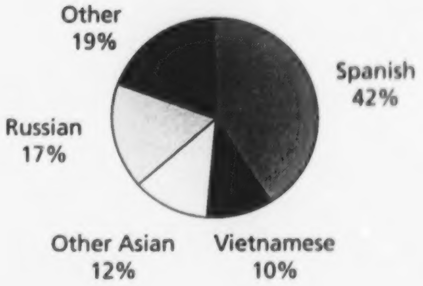
Ethnic Diversity of Students in Multnomah County and Each School District



The chart below breaks down the Fall 1999 ESL/Bilingual Population for Multnomah County School districts by broad language category. More than 40% speak Spanish as their primary language, and close to one-quarter speak an Asian language, most commonly Vietnamese. The local school districts provide ESL services to students who speak over 60 different languages.

Multnomah County ESL/Bilingual Population by Language: Fall 1999

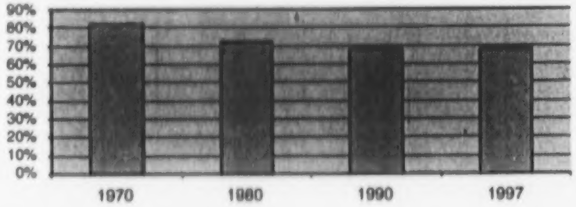


Source: Multnomah ESD and Portland Public Schools ESL Program

Changes in Family Structure

The graph below illustrates the decline in the percentage of local children living in a two-parent family. As of 1997, 68% lived with both parents.

Percentage of Children under 18 living with two parents: Multnomah County

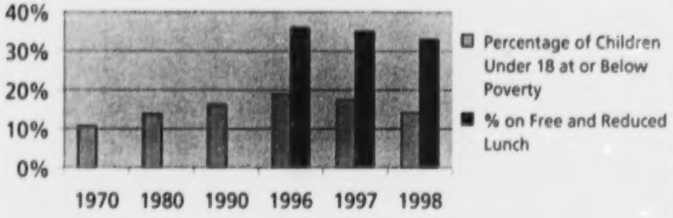


Source: U.S. Census Bureau

Poverty among Children

Despite changes in family structure, and the increases in immigrant populations, the trend in child poverty has not been consistent. The chart below presents trend data on two measures of poverty—the percentage at or below the federal poverty level and the percentage of school-aged children eligible for free and reduced lunch (up to 185% of the federal poverty level). The official poverty rate for children in Multnomah County crept up during the 1980s and early 1990s, but during the last two years has declined. School lunch data shows a similar decline.

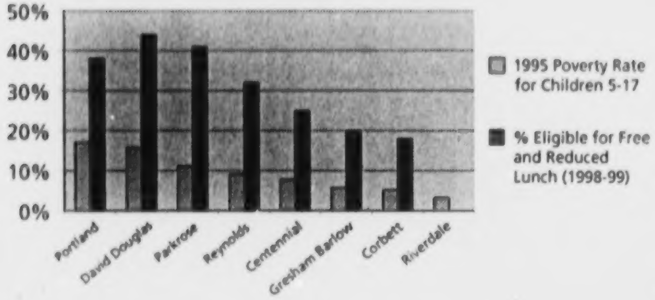
Trends in Child Poverty in Multnomah County



Source: U.S. Census Bureau and Oregon Department of Education
Poverty Rate for 1970 obtained from the PSU Center for Population Research.

Poverty rates for school-aged children vary significantly by school district. David Douglas and Parkrose have the highest levels of poverty based on free and reduced lunch counts.

Poverty Rates for School-Aged Children by School District



Source: U.S. Census Bureau and Oregon Department of Education

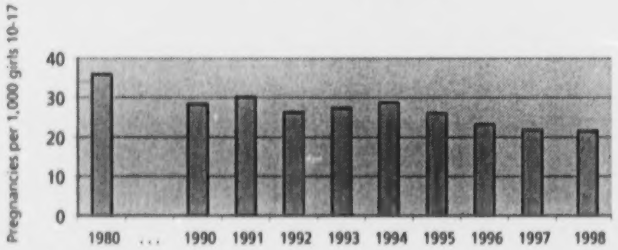
Youth Risk Behaviors

Many of the youth risk behaviors associated with poor educational outcomes show improvements over the last decade. These include teen pregnancy, juvenile crime, and youth suicide. Student drug use and child abuse have not declined.

Teen Pregnancy

The teen pregnancy rate for girls 10-17 in Multnomah County has dropped during the last decade. These reductions are consistent with national trends.

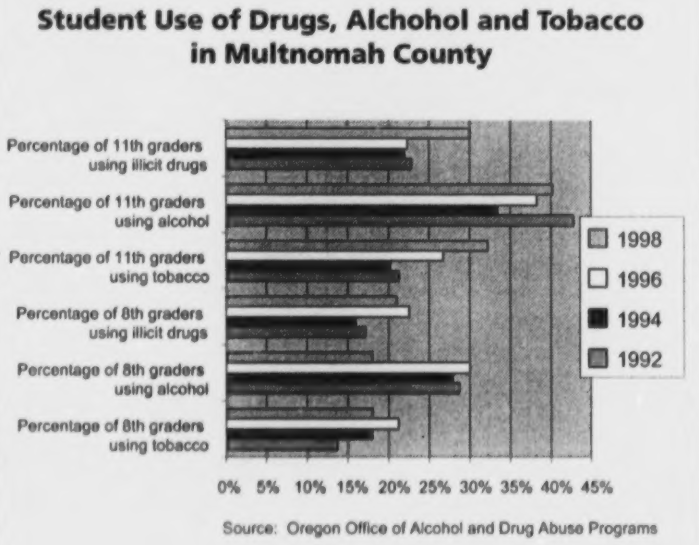
Teen Pregnancy Rate: Multnomah County



In 1980, the rate was more than 35 pregnancies in Multnomah County per 1,000 girls. By 1998 the rate had dropped to 21 per 1,000, a reduction of 41%. With the reduction of teen pregnancies, the number of births to teen mothers (aged 10-17) has also declined from a high of 480 in 1994 to an estimated 382 in 1998. Some of this reduction can be attributed to more reliable contraceptive techniques. Others attribute the local improvements to pregnancy prevention strategies, and the success of the County's School-based Health Clinics.

Use of Illicit Drugs, Alcohol, and Tobacco

Student drug use data are collected every other year through a statewide survey of students conducted by the State Office of Drug and Alcohol Programs.



Student Use of Drugs, Alchohol and Tobacco in Multnomah County

Source: Oregon Office of Alcohol and Drug Abuse Programs

Middle School Students (8th Grade)

About 18% of middle school students in Multnomah County currently use alcohol and about 21% use illicit drugs. These rates are generally consistent with state and national rates for students at this age. Rates of illicit drug use among 8th graders in Multnomah County increased during the 1990's, as did rates of smoking. About 18% of all 8th graders report smoking. Alcohol use dropped considerably in 1998 after remaining high for most of the decade.

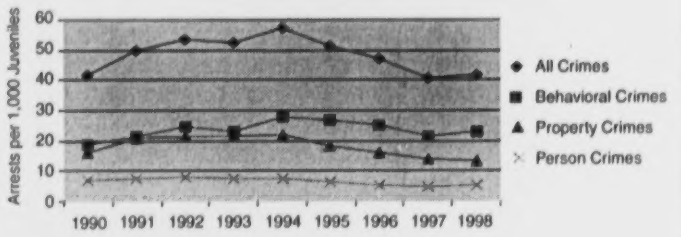
High School Students (11th grade)

An estimated 40% of 11th grade students in Multnomah County use alcohol and 30% use illicit drugs. While levels of local drug use are consistent with national trends, our high school students have significantly lower rates of alcohol use compared to their national peers. More than 30% of 11th graders in the County are smokers and this rate has increased steadily during the 1990s.

Juvenile Crime

Juvenile arrest rates in Multnomah County increased during the early 1990s, driven largely by increases in arrests of juveniles who commit behavioral crimes, such as drug crimes, minor in possession of liquor, runaways, and curfew violations. In 1995 this trend turned around, and there have been significant reductions in juvenile arrest rates for crimes of all types. Violent crimes currently comprise about 13% of total juvenile crimes. These trends are presented graphically below. Local decreases in juvenile crime are consistent with national trends. Some local experts attribute the declines to Measure 11, which has resulted in long-term incarceration for juveniles who commit certain violent crimes.

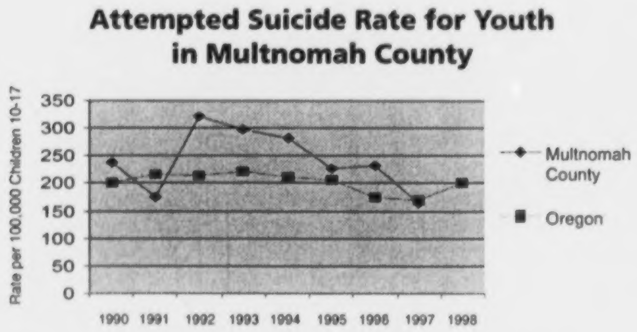
Juvenile Arrest Rates: Multnomah County



Source: Oregon Law Enforcement Data System

Attempted Suicide

The rates of attempted suicide among youth in Multnomah County have declined steadily since 1992.

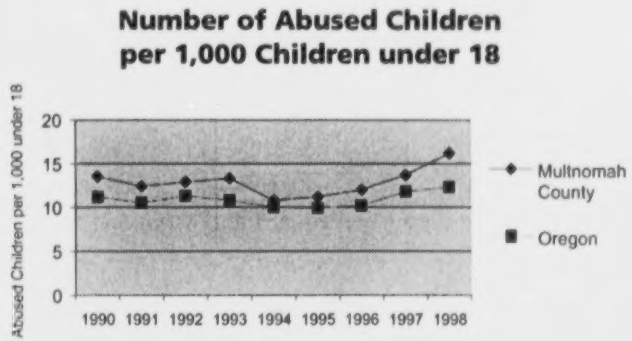


Attempted Suicide Rate for Youth in Multnomah County

Source: Oregon Health Division, 1998 rate for Multnomah County not available.

Child Abuse

The reported rate of child abuse in Multnomah County has increased steadily since 1994. Abuse rates in Multnomah County are slightly above statewide rates.



Number of Abused Children per 1,000 Children under 18

Source: Oregon Office for Services to Children and Families

School Funding and Enrollment

Funding for schools has declined significantly

In 1990, Oregon voters enacted Measure #5 which profoundly altered the way local schools are funded. Ostensibly a property-tax relief measure, this ballot measure also shifted the responsibility for funding schools from the local to the state level. Since 1990 an increasing share of school revenues comes from state general fund dollars. While one benefit of this shift is that funding allocations to individual districts have become more equitable from a statewide perspective, many of the school districts in Multnomah County, which had relatively higher local tax bases, have seen significant reductions in per pupil funding.

The most dramatic illustration is the Riverdale District, which has seen per pupil funding reduced by almost 60%, from $10,000 per student in 91/92 to $4,240 in 99/00. The area's largest district, the Portland Public Schools, has seen reductions of 24% since 91/92.

In 1999, the Legislature authorized school districts to raise additional operating revenues through a "Local Option" levy. However, the local option levy is subject to the tax limitations established by Measure 5 and Measure 50. Only Portland Public Schools is pursuing local option funding for its schools in the May, 2000 elections. For some East County districts, the revenue "gap" available through the local option is minimal. The Centennial, Gresham-Barlow and Reynolds school districts will be asking local voters to approve general obligation bonds to finance new construction and facility renovations.

Per Pupil Funding Formula Revenue (Current Dollars) for School Districts in Multnomah County

District	91/92	92/93	93/94	94/95	95/96	96/97	97/98	98/99	99/00	Percent Change
Centennial	$5,350	$5,296	$4,750	$4,797	$4,663	$4,454	$4,644	$4,652	$4,849	-9%
Corbett	$5,707	$5,466	$4,928	$4,876	$4,751	$5,002	$4,743	$4,711	$4,893	-14%
David Douglas	$4,897	$5,281	$4,743	$4,808	$4,655	$4,545	$4,491	$4,621	$4,816	-2%
Gresham-Barlow	NA	NA	NA	NA	NA	NA	$4,748	$4,749	$4,943	NA
Parkrose	$6,112	$5,854	$5,300	$5,151	$5,032	$4,612	$4,714	$4,681	$4,807	-21%
Portland	$6,490	$6,163	$5,543	$5,387	$5,261	$5,129	$4,697	$4,701	$4,900	-24%
Reynolds	$4,591	$5,250	$4,743	$4,812	$4,683	$4,301	$4,642	$4,653	$4,845	6%
Riverdale	$10,381	$10,688	$9,216	$8,608	$8,409	$7,861	$7,035	$6,251	$4,240	-59%

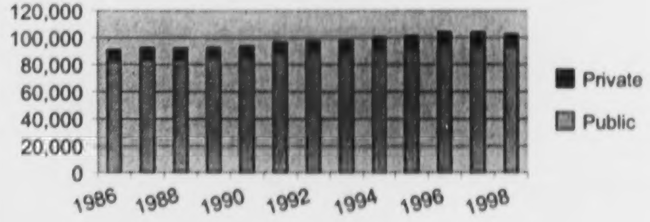
Source: State Legislative Revenue Office and Oregon Department of Education. These per pupil amounts are based on both state and local revenues and average daily enrollments weighted by student characteristics. Funding levels for 98/99 and 99/00 are estimates. Complete trend data for Gresham-Barlow, which became a consolidated district in the mid-1990s, is not available.

Enrollments in Private Schools Have Not Increased

The "folk wisdom" in educational circles and the larger community is that local families are increasingly choosing to send their children to private and parochial schools instead of public schools. However, public schools in Multnomah County have maintained a steady market share of school-aged children of about 90% since 1986. The local rate compares favorably to other metropolitan areas such as Seattle and San Francisco, where only 72-74% of the children attend public schools.

The data we present here is based on administrative enrollment data from the Oregon Department of Education. The same trend is confirmed by Census data for Multnomah County which shows the public school market share has been steady at about 90% since 1970.

Public and Private K-12 Enrollment in Multnomah County

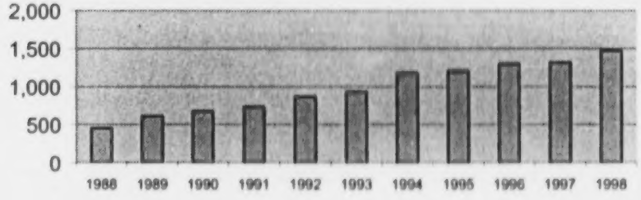


Source: Oregon Department of Education

Home Schooling Has Increased

The number of home-schooled children registered with the Multnomah Education Service District has tripled in the last decade. Despite increases, this group makes up less than 2% of the total school-aged children in Multnomah County.

Number of Registered Home Schoolers in Multnomah County



Source: Multnomah Education Service District

Population Shifts within the County

Due to population shifts within Multnomah County, the Portland Public School District has experienced a drop in enrollment. Several of the East County districts, especially Centennial and Reynolds, have experienced increased enrollments. In 1991/92, Portland Public School's students made up 60% of the County's public school enrollment. By 1999/2000 that percentage had fallen to 56%. While the factors underlying these shifts are not fully known, some attribute them to the increased cost of housing within central Portland.

These enrollment shifts have significant implications for revenues and for the facility requirements of our local districts. In order to get a better handle on these population dynamics and forecast future enrollments, Portland Public Schools has contracted with the Center for Population Research and Census at Portland State University.

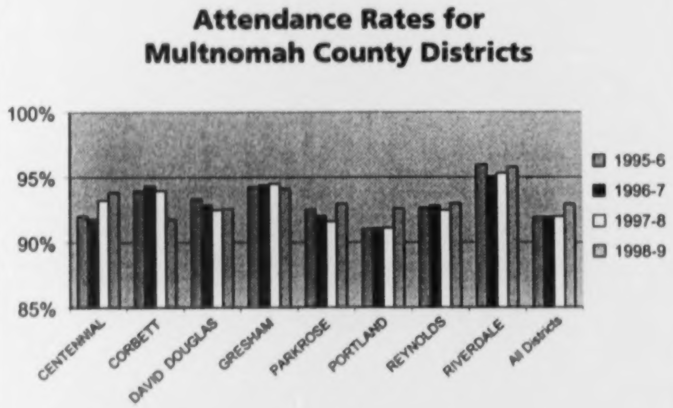
Changes in Average Enrollment by School District

School District	91/92	92/93	93/94	94/95	95/96	96/97	97/98	98/99	99/00	Percent Change
Centennial	4,927	5,055	5,170	5,291	5,328	5,492	5,502	5,786	5,738	16.5%
Corbett	790	790	790	776	778	741	749	749	781	-1.2%
David Douglas	6,580	6,771	6,815	7,020	7,152	7,260	7,526	7,456	7,412	12.6%
Gresham-Barlow	10,090	10,473	10,500	10,550	10,592	10,730	10,812	10,937	10,926	8.3%
Parkrose	3,224	3,149	3,153	3,138	3,155	3,325	3,362	3,457	3,364	4.3%
Portland	50,229	50,703	50,101	49,287	49,276	49,357	49,712	49,462	48,511	-3.4%
Reynolds	7,077	7,261	7,585	7,404	7,743	7,837	8,229	8,518	8,789	24.2%
Riverdale	226	227	229	231	240	282	328	353	353	56.2%
County Total	**83,143**	**84,429**	**84,343**	**83,697**	**84,264**	**85,024**	**86,220**	**86,718**	**85,874**	**3.3%**

Source: State Legislative Revenue Office and Oregon Department of Education. Statistics reflect "Average Daily Membership-Raw", and are estimates for 99/00. Data for Parkrose obtained from local district office. ADM for Gresham-Barlow prior to 97/98 reflects combined enrollments of districts that were consolidated in 97/98.

Attendance Improves in some Districts

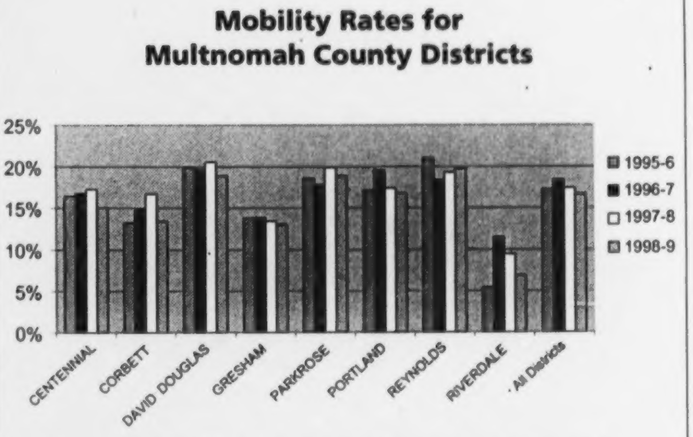
On average, 92% of the students in Multnomah County attend school on a given day. Attendance rates in several districts, including Portland, Parkrose, and Centennial increased between 1997-98 and 1998-99. This improved attendance coincides with the County's School Attendance Initiative (discussed in Chapter 6), although other factors may also play a role.



Source: Oregon Department of Education. Calculated as average daily attendance as a percentage of average daily enrollment.

Mobility Levels Vary

Mobility can disrupt a student's education, and in schools with high rates of mobility learning for all students is often compromised. The Oregon Department of Education calculates a "Student Mobility Index" for each district annually. The index expresses the percentage by which total enrollment over the year exceeds average daily enrollment.



Source: Oregon Department of Education. Mobility rate expresses the percentage by which cumulative enrollment during the school year exceeded average daily enrollment.

The Countywide mobility rate is about 17%, and has declined over the last few years. The Reynolds District has seen increased mobility over the last several years, but most local districts have experienced slight reductions.

These statistics do not capture mobility between schools within a district. At the individual school level, mobility can be much higher. At some Portland schools, for example, annual mobility is as high as 25%.

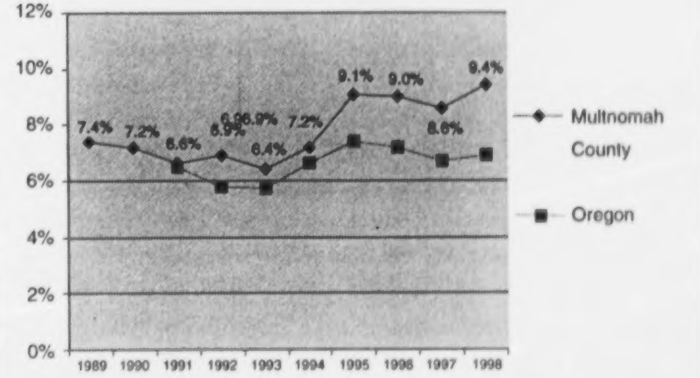
Educational Outcomes

The previous sections of this chapter presented trend data on local demographic and enrollment trends, conditions that can impact educational success. We now turn to a review of data measuring educational success, and discuss how educational success is currently measured and what the data tells us about student learning.

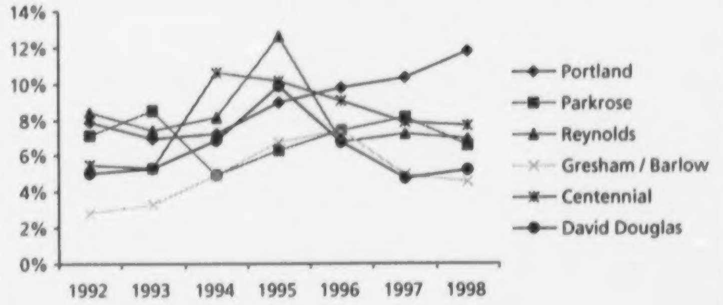
Focus on High School Dropout Rate Masks Improvements in Achievement

The most frequently cited measure of the educational success of our students and our schools is the high school dropout rate. The dropout rate gets a lot of public attention. However, this measure has serious limitations as a measure of student success. In Chapter 5, we discuss a number of measurement problems with assessing trends in the the dropout rate, including the inability to track the status of mobile students and changes in methodology in recent years. In that chapter we also propose educational attainment as a more valid and reliable measure of school success.

High School Dropout Rates: Multnomah County vs. Oregon



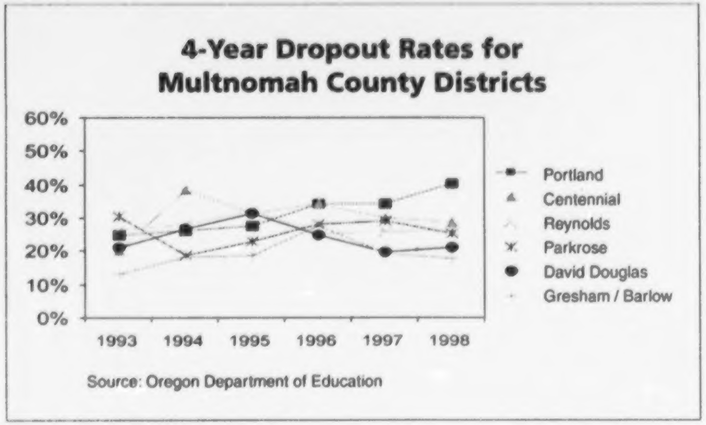
Dropout Rates for Largest Districts



In Oregon, the State Department of Education calculates the official dropout rate for each school district, based on a methodology established by the U.S. Department of Education. These high school dropout rates have shown increases in Multnomah County over the last several years. The graph on the left shows the one-year dropout rate for 9-12th graders which expresses the number of students who dropped out over the year as a percentage of the students enrolled in the fall.

Underlying the overall rate for Multnomah County, dropout rates vary significantly by school district. While Portland's rate increased, several districts have seen declining dropout rates.

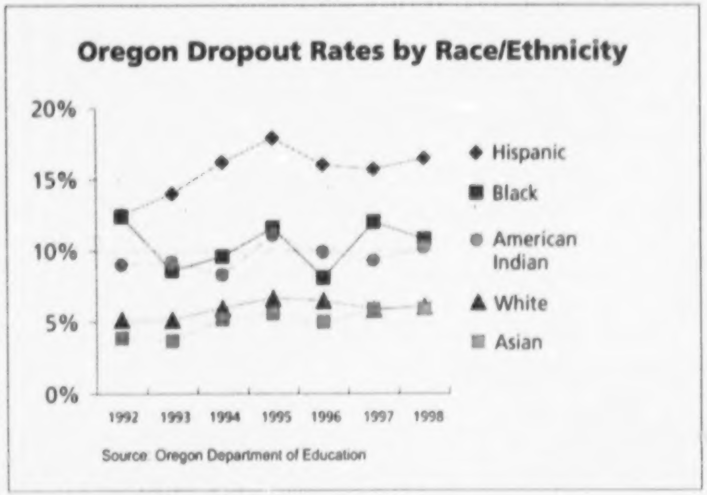
The Oregon Department of Education also calculates a "synthetic" four-year dropout rate which expresses the probability that a student entering 9th grade will drop out prior to graduation. This rate shows an increase, rising to 33% for the County as a whole in 1998.



4-Year Dropout Rates for Multnomah County Districts

Source: Oregon Department of Education

Dropout rates for minority students are much higher than those for whites. Of particular concern is the dropout rate for Hispanic students, which is three times as high as the rate for white students. The chart below shows the trends in dropout rates by race for the state as a whole. The Oregon Department of Education does not currently track these for school districts or counties.



Oregon Dropout Rates by Race/Ethnicity

Source: Oregon Department of Education

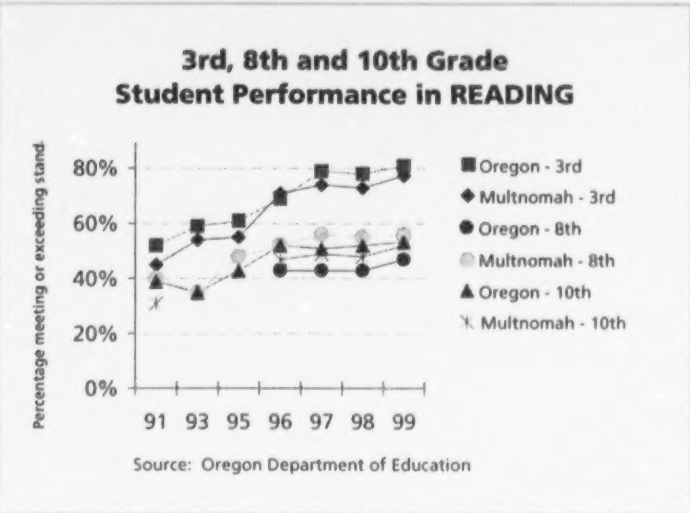
The reasons cited by students who dropped out of high school in Multnomah County are generally consistent with research elsewhere. The reasons most frequently cited in 1998 were:

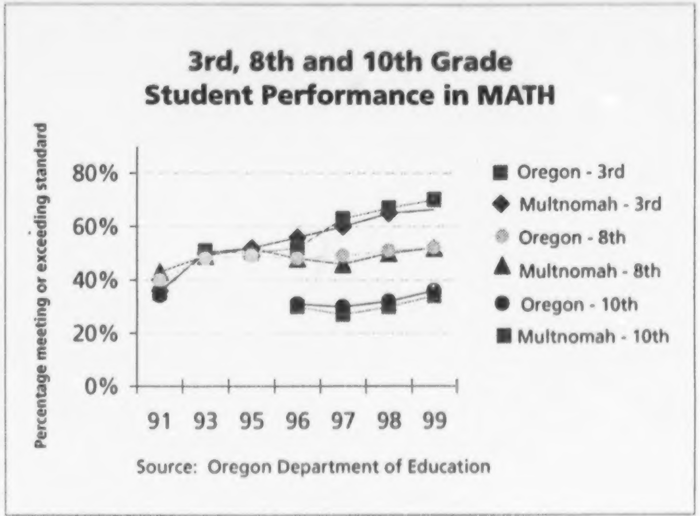
- Working more than 15 hours (12%)
- Coursework not relevant (11%)
- Pregnant or parenting (5%)
- Obligations to support family (4%)
- Peer pressure not to achieve (3%)
- Health problems (3%)
- Does not speak English well (2%)

The Portland Public School District conducted several studies that systematically tracked several cohorts of dropouts. In a 1997 study, the district conducted follow-up interviews with 203 students who had dropped out in 1994. A 1997 report summarized what had happened to these students. About 65% had continued their education either by enrolling in another high school or a GED program. Further, 44% of the study participants had continued their education past the high school level and 75% were employed. This profile of dropouts affirms that dropping out of school does not terminate the educational experience for many local students.

Student Achievement Shows Sustained Improvements

Student attainment of academic standards is another measure of school success. School reform initiated at the state level has established ambitious achievement standards for students statewide. The school districts in Multnomah County have made significant gains in student achievement in both reading and mathematics. An increasing percentage of students are meeting state standards in these areas.





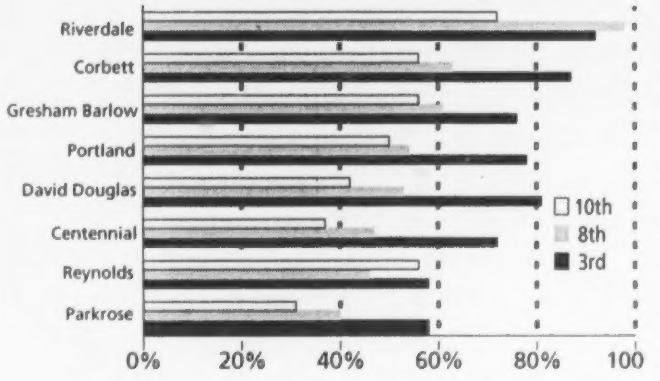
Increases for elementary schools have been particularly impressive. For example, the percentage of 3rd grade students in Multnomah County meeting standards in reading jumped from 45% in 1991 to 73% in 1998. Math achievement among 3rd graders jumped from 36% to 65%. The fact that improvement gains surface first in the early grades is to be expected. It is here that school reform will have its initial impact because these students enter schools with higher levels of expectation for achievement.

Increases in the later grades have been modest, particularly in mathematics. In 1999, only 34% of 10th graders in Multnomah County met math standards and 47% met reading standards.

Achievement Varies by District

The percentage of students meeting new state standards in Multnomah County varies by school district. The largest district, Portland, is about average in both reading and math achievement. Not surprisingly, Riverdale students from the affluent Dunthorpe area have the highest achievement levels. The Reynolds and Parkrose Districts have the lowest achievement levels in both areas.

Percentage Meeting or Exceeding State Standards in READING (1999) by District and Grade

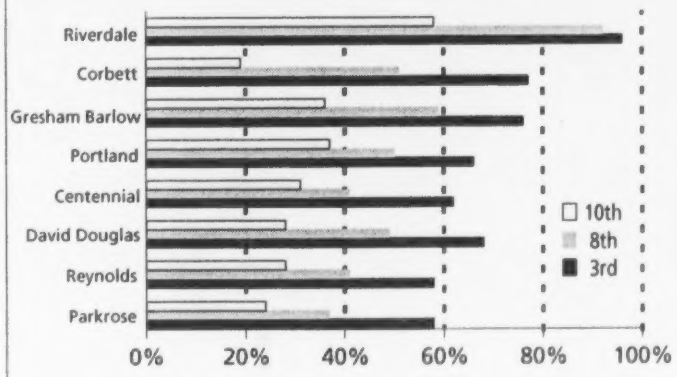


Source: Oregon Department of Education

Achievement Varies by Race

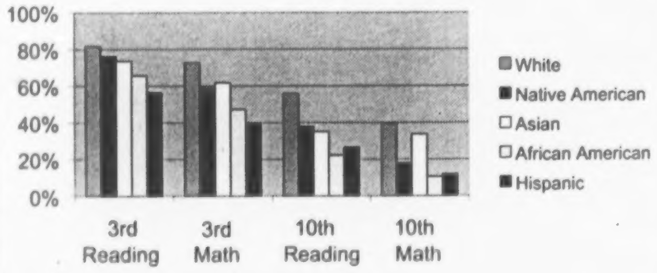
Despite overall improvements in achievement, there is a significant gap in the achievement levels of minority students compared to white students. By the 3rd grade, the achievement gap in mathematics is more pronounced than the reading gap. By the 10th grade the achievement gap between whites and minority students has widened significantly. As the chart below suggests, minority students are more likely than white students to miss achievement benchmarks in reading and math. At third grade, the greatest disparities are for Hispanic students. By the 10th grade, however, it is African American students with the lowest achievement levels in both reading and math.

Percentage Meeting or Exceeding State Standards in MATH (1999) by District and Grade



Source: Oregon Department of Education

Percentage of 3rd and 10th Graders Meeting or Exceeding Standards: Multnomah County School Districts, 1999



Source: Oregon Department of Education

Results on Certificate of Initial Mastery not yet in

As part of the Oregon Educational Act for the 21st Century, the State Department of Education developed the Certificate of Initial Mastery (CIM). The CIM is intended to ensure that students have the skills they will need to succeed as adults in the 21st century. In order to meet the CIM standards, students must meet state established standards on achievement tests. In addition, students are required to submit work samples that demonstrate that they understand the subject matter, can solve problems in different ways, and can explain to someone else what they know.

During the 1998-99 school year, all sophomores in Oregon were assessed for the first time according to the new CIM standards. Thus far only a few local districts have determined how many of their sophomores met the CIM standards last year. These districts are listed in the table below.

District	10th Graders Meeting CIM	Percentage of 10th graders
Centennial	38	9%
David Douglas	48	8%
Gresham-Barlow	82	9%

Source: Local School Districts

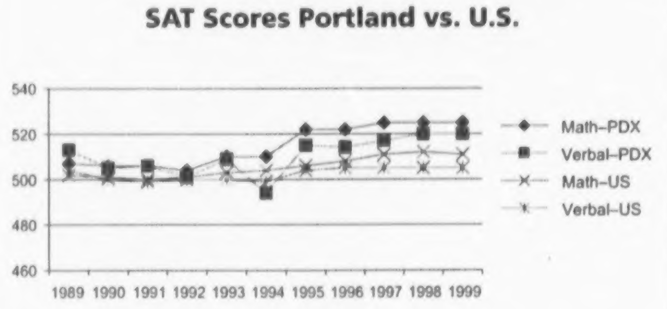
School districts are still struggling to adapt to all the new assessment requirements of the state standards. Compiling teachers' assessments of the work samples has been labor intensive.

While the early results are disappointing, it is important to recognize that these early results may not reflect actual achievement once CIM is fully implemented. The local school districts are continuing to test current juniors who may not have met all CIM requirements last spring.

SAT Scores Show Improvements

Local students have improved their scores on the SAT (Scholastic Aptitude Test) over the last 10 years. The graph below shows increases for the Portland District in average math and verbal scores, compared to national averages. While scores have increased nationally over this period, increases locally have been more significant. There has been no change in the percentage of seniors taking the SAT, which is roughly half.

We were unable to compile SAT trends for all districts, because the national testing agency re-calibrated the scale and most have not had their historical scores re-computed.


SAT Scores Portland vs. U.S.

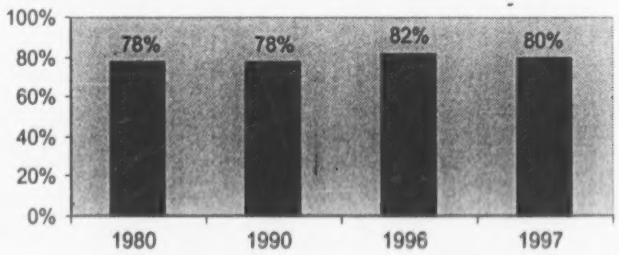
Source: Portland Public Schools Office of Research and Evaluation

Looking Beyond High School

Educational Attainment Increases

Despite increases in the average dropout rate, educational attainment has been fairly constant, and shows slight improvements during the 1990s. The graphic below illustrates the increasing percentage of persons in Multnomah County who obtain a high school degree or equivalent.

High School Completion Rates for Persons 18-24: Multnomah County

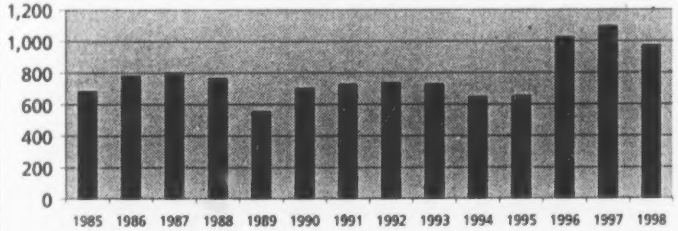


Source: U.S. Census Bureau

Alternative Pathways

Local increases in educational attainment are likely a result of the increasing number of young adults who chose to obtain the GED in lieu of a diploma. The roughly 1,000 Multnomah County students who earn GEDs each year compares to 4,100 who earn traditional diplomas.

GEDs Awarded to Multnomah County Residents under 25



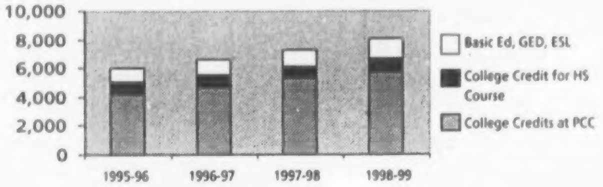
Source: Oregon Office of Community College Services

Increased Community College Enrollments

Local community colleges have seen significant increases in enrollments of young students and are responding to the need for alternative educational settings for high school students, both those who are not succeeding in mainstream settings, and those not sufficiently challenged by high school coursework.

The chart below illustrates the increases in the number of high school-aged students enrolled in one of the Adult Basic Education, GED preparation, or ESL programs offered at Portland or

High School Aged Students (16-18) at Portland and Mt. Hood Community Colleges



Source: Portland and Mt. Hood Community College's Offices of Institutional Research

Mt. Hood Community College. The bulk of these are enrolled at PCC. In general, these are students who have not succeeded *in mainstream classrooms* and have dropped out. At the other end of the spectrum, more high school students are earning community college credit for courses offered at district high schools, and more high school-aged students are earning credit for advanced coursework at a local community college.

During the 1998-99 school year there were about 1,000 local high school students who received college credit through PCC or Mt. Hood Community College for advanced placement coursework in their high schools. Another 5,700 were taking college level courses at a local community college.

Similar increases have occurred among young adults who may have dropped out of local high schools, but come back to school in their 20s. For example the number of 19-24 year old students enrolled in one of the local Community College's Adult Basic Education, GED preparation, or ESL classes has increased from about 1,700 in 1994-95 to 2,500 in 1998-99.

College Attendance and Attainment

The Oregon University System surveys high school juniors annually about their post high school plans. The results for students in Multnomah County are presented below:

33%	plan to attend college
55%	plan to attend college and work
8%	plan only to work
3%	plan to enlist in the military, and
1%	plan to attend to family responsibilities full-time.

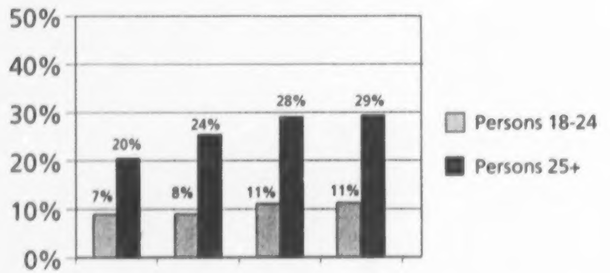
Overall, the overwhelming majority (88%) plan to enroll in some type of post-graduate education.

Data on actual post-graduate experiences of local students is quite limited because it is not systematically tracked. The Oregon University System has discontinued its analysis of the enrollment of local high school graduates in state universities and colleges. The most current data available for Portland Public Schools graduates is for 1997. Overall, about 40% were enrolled in Oregon schools during the fall of 1998:

18%	Oregon Universities
18%	Oregon Community Colleges
4%	Independent Colleges
60%	Not enrolled or enrolled out-of-state.

The percentage of young adults in Multnomah County with college degrees has increased significantly over the last 8 years.

Percentage with College Degree: Multnomah County



Source: U.S. Census Bureau

CHAPTER 3

Local Voices

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Local Voices

To better understand local perspectives on educational success, we conducted focus groups and interviews with a diverse group of 81 young people. We also interviewed 78 adults who work with children and youth.

We wanted to hear about the real life experiences that lie behind our statistics, to learn what is important locally, and to determine whether people familiar with our systems believe our community is providing what our children and youth need to succeed in their education. Our interviews and focus groups gave us stories and snapshots about others' realities. We heard consistent themes that confirm the power of our conceptual model of the five conditions supporting youth success. We asked people about what it means to succeed in education, what makes a difference, and what interferes. We also asked them to reflect on meaningful learning experiences. Finally, we asked them to suggest ways the system could be modified to increase the likelihood that all students could succeed in their education.

(See Appendices B and C for methodology, focus group and interview questions, and youth survey.)

Interviews with Youth

In order to capture the diverse perspectives of local youth, we conducted five focus groups with a total of 71 students from the following organizations: Oregon Council for Hispanic Advancement, Youth Advisory Board, United Voices (Latin American/Asian Youth Program), New Avenues for Youth, and the Portland Public Schools Superintendent's Student Advisory Council. We also interviewed 10 additional middle and high school students. Collectively, these youth informants spanned the spectrum of cultural and economic diversity. Some would be defined as successful, while others were academically "at-risk". Others fit somewhere in between.

Despite their widely different backgrounds and school histories, the youth focus group participants and the young people interviewed expressed remarkably consistent ideas about success. Focus group findings line up consistently with our conceptual model. Participants confirmed that **personal relationships matter**: relationships with family, friends, teachers, mentors, and employers either help young people stay focused and confident or pull them off track. The students in our focus groups unanimously voiced their **preferences for high expectations**—along with attention to their individual differences and coaching to help them reach the bar. Youth also told us they are most **engaged when schoolwork is relevant** to them and teachers are competent. Participants said they care about doing well in school and beyond, and they would welcome **opportunities to contribute** and have their voices heard. They approached the focus groups as a way to speak candidly to local leaders. They want to make a difference in their world now. Many spoke of the **lack of continuity** in what is expected of them. They expressed genuine confusion about school reform and described their increased stress at being held to two different sets of standards.

Relationships matter most

For most youth interviewed, the quality of the relationships in their lives has a profound effect on their abilities to succeed in school and in life. Almost all mentioned the importance of positive adult and peer relationships and how hard it can be when they are absent from someone's life. Without relationships with others, young people must face something they dread—invisibility resulting from indifference. They said feeling invisible means they aren't valuable—they just aren't worth someone's time and attention. They emphasized that when adults don't take the time to know young people's names - much less their special interests, needs, or talents—they convey their indifference and then young people respond in kind.

The youths named their families and friends as key supporters, and they noted that when support is lacking at home, other adults (e.g., mentors, teachers, work supervisors) are able to substitute effectively. Many had stories about special adults who had "turned them around," believed in them, or guided them through a bureaucratic tangle.

The youths recognized that friends who are "down on school" can be a powerful influence, one that's difficult for a young person to resist. Many focus group participants said that they appreciate help in staying on track, although they admitted with some chagrin that it can be embarrassing to ask for it and they may outwardly resist it.

"We need people – teachers and other people in the community who are not teachers. We need our parents. We need our friends. Everyone needs someone who is looking out for you – who wants to help you be somebody – who wants to help you be successful."

"This year I had some family problems and my counselor found out and asked me if she could talk to my teachers and I said OK and she did. And they didn't pity me, but they got to know the whole story. They didn't make the assignments any easier, but it really helped me to know they cared about me beyond the classroom and they understood that I had these other things going on outside. When a teacher takes the time to ask you [about the rest of your life], it really matters."

"Last year we had a sexual harassment suit against a teacher by a student. And I think that really scared teachers and made them pull back. It's hard for teachers to get to know students when they have such big classes and have to worry about threats and lawsuits. I don't blame most teachers. I just wish they knew us better."

"Everyone needs relationships somewhere. If you have positive relationships elsewhere in life, then you can do without them to a certain extent at school. But if you don't have other positive relationships, then what happens at school really matters a lot."

Scale Affects Relationships: Smaller is Better

According to the young people we spoke with in focus groups and interviews, the size of their school impacts them. Many spoke of their frustrations at overcrowding: when classes are big, they tend to swallow their questions and just try to get by; when school size increases and budgets don't, students have fewer options and chances to participate. Crowded schools, according to the students, also have more outdated texts and less access to technology.

Youth spoke about wanting to belong at school. They like to be known by their peers and teachers. With large classes and big schools, they said it's easy to get lost or to believe that "it doesn't matter to anyone whether or not you come to school." When schools seem overwhelming and impersonal, then attention and involvement at home and in the community are increasingly important to young people.

When discussing classes, the young people noted that high achievers and students with special needs seem to get most of the attention, and they wondered aloud about the "average kids in the middle who just get taken for granted." Focus group participants did not blame their teachers. In fact, they sympathized with their large work loads and offered excuses for their teachers who "would like to pay attention to kids but can't because they just have too many students and no time."

When asked why scale matters so much, students inevitably said they wanted teachers to know them—their needs, talents, and goals—and that being known and cared about helped them learn. These findings also have implications for promoting engagement, one of the conditions supporting success. To fully engage students in learning, teachers need to know their students and the curriculum. When a teacher instructs a large number of students per week, students believe that teachers shift to "one size fits all" lessons and treat students as a group rather than as individuals. Particularly at the high school level, this can cause students to feel discouraged or incompetent and can lead them to disconnect from school.

> *"Our classes are so huge. It's really difficult to develop relationships with teachers. Our Spanish class had 55 kids and my seat was a bookshelf. When I went to class I'd just kinda zone out because I'd know nothing was going to get done."*

> *"I had a math class of 12 students. It made a difference if I was there or not. It meant something to the teacher for me to be there. I was viewed as an addition to the class—an asset."*

> *"Large classes don't matter to me because I work independently. But that's not true for most students."*

> *"We need smaller classes. Lots of people slip through the cracks."*

> *"When classes are big, there's no way you're going to get your question answered. And if I can't get help figuring out how to do stuff, then I just quit trying so hard. It's embarrassing when you can't get stuff and other kids see that and know that about you."*

Another aspect of the impact of scale became evident when focus group participants spoke in depth about what it means to feel like an Insider or Outsider in their school and community. They generally define Insiders as people who actively participate in valued activities [sports and student government especially] and have lots of friends. "If you know people and do a lot of stuff, you're an Insider." Many students believe that Insiders are better because they are held up to other teens as models of success and the larger community pays attention to their accomplishments. Students who call themselves Insiders believe anyone can be like them if they try.

Those students not on the inside have a different view. Some students who describe themselves as Outsiders suspect that they're missing something needed to become an Insider. These self-identified Outsiders who are really "Insider wannabes" believe only a few kids can participate in sports and student government and that the majority of students have to just go to school and bide their time until they can get out. When diminished resources limit the opportunities for student participation, the students who would like to be Insiders feel short-changed.

Students also noted that while some Outsiders feel alone, unknown, or disconnected, others choose to be outside and remain on the margin because they prefer it or because other life responsibilities demand their attention. Some students choosing to be Outsiders expressed frustration with its negative connotation.

All Students Thrive on High Expectations

Children and youth know what others expect of them. They may not admit it to others, but they know. High expectations convey respect and a belief that a young person is valuable and capable. Low expectations hurt: they say, "You'll never amount to much and you're not worth my time." Participants in all focus groups said emphatically that they want adults to hold high expectations for them, and they want coaching and guidance to reach them.

Young people sense when expectations differ, and their behavior can improve accordingly. They know that they can get away with actions at school, in a particular class, or on the street that family members would never tolerate at home. They admitted that they do best when people in their home, school, and community are working together and communicating. It may be frustrating ("I can't get away with anything") but it is also positive ("I know I do better").

Discussions in the focus groups were animated as the young people talked about the power of high expectations and coaching. Their comments validated the Expectations condition of our model. By stressing that coaching to reach high expectations is necessary and welcome, they also validated the Engagement condition. They are eager to be engaged learners and want individualized instruction—One size does not fit all. They said that they really appreciate it when teachers incorporate a variety of teaching methods and ways for students to prove what they've learned. The young people explained that they made the greatest effort when adults guided them through difficulties while saying, "I believe you know the right thing to do and I know you can do it." When teachers, family, and/or community members helped them recognize their strengths and build upon them, the young people said they were willing to reach higher because they thought they really could reach a goal.

Some students spoke about discrimination and the role it plays in diminishing expectations. Teens from low-income families told stories of isolation and taunting by peers. They confirmed that unmet basic needs interfere with students' abilities to do schoolwork: high expectations and coaching do not counter the need for family income or housing. Some self-identified poor young people said when they had to face teachers' assumptions that they and their family just didn't care about school success, they felt defeated. If the teacher knew they couldn't make it, why try. But, if someone did hold high expectations, it made all the difference.

> *"Mostly in school people acted like what I did didn't matter. I was poor. I wouldn't amount to much. Then, in ninth grade, my high school principal took me aside and said he'd been poor too. He said I could make it but I'd have to be strong. I'd have to fight back and make them pay attention to me. I'd have to show them I could do well. Somehow knowing he'd been poor and made it convinced me that I could too. And I did. It was our little secret."*

Teens from racial and ethnic backgrounds other than white talked about stereotypes and how powerful they are. They told stories of being followed in stores as they shop or of being stopped and questioned by authorities because adults assumed they were up to no good. They spoke about teachers and administrators who assume that minority youth couldn't handle a class or that they'd need extra help to succeed. Negative adult expectations provoke some children and youth and dispirit others. Some said they may get angry and act out in ways they later regret, and others said they just give up.

> *"I mean, I'm black and I'm female. They never expect anything of me. I can't tell you what that's like—having someone be so certain that you're stupid and not worth their time."*

Students are Engaged When Teachers Know their Subject

Focus group participants overwhelmingly agreed that they are engaged by good teachers. When they spoke of teachers, they meant any adult – family member, community mentor, or classroom instructor - who had something to teach. The formula holds true regardless: when teachers know their subject and how to teach and they obviously like young people, then students are motivated to learn and achieve. They described the contagious enthusiasm and respect generated when a teacher is passionate about a subject. They believe they can recognize quality and competence in a teacher as well as the scrambling that occurs when a teacher lacks content knowledge. Students are not easily fooled.

Youth mentioned a wide array of teaching strategies that have captured their attention, imagination, and energy. No one method is the right one. They talked of group work mixed with individual projects, challenging assignments where they really had to stretch, adjustments made for special talents or needs, theories combined with attention-getting and readily understandable real world applications, clear guidelines and chances to make choices. Young people said they appreciate the opportunity to bring part of themselves to an assignment, to shape a project based on their personal interests and vision. Most importantly, students report that they want to be challenged. They are proudest of their achievements when they are coached to master challenges barely within their reach. Conversely, easy work and watered-down lessons are insulting and worrisome. Several students in different groups said, "It's easy at the time but I worry that I'm not getting what I'll need later." Overall, the comments of these young people strongly validated the Engagement condition for success.

"My teacher was the best and demanded the best. I stayed up to all hours of the night and did my very best just so that the teacher would hang my project on the wall and when he did it was the best feeling."

"You can tell when teachers don't know what they're talking about. I had an English teacher who was supposed to teach social studies. He hadn't read the book we were reading. Once I read way ahead and asked him a question and he didn't have a clue so he faked it. I lost respect for him after that. He should have just told the truth."

"My English teacher is a poet herself. She said to write poetry about something we're passionate about. I did football sacks. She knew the poetry. I knew football. It came out pretty good."

"My mother teaches me how to survive in the world. She works really hard and she doesn't let stuff get her down too much. When I've got a problem, she helps me figure out a plan and stick with it."

"My Industrial Mechanics instructor is excellent. He worked for a long time before he started teaching. He knows things, not just in books but how you really do it on the job. He knows I want to get a job and he is making sure I'll be able to get one and not lose it."

"My skating coach. She must have been amazing when she was younger. Even now she can show me just how to fix what I'm doing to make it right. When I need extra practice, she's there. Five a. m., whatever. I want to be a champion."

Young People Want to Contribute and Have a Voice

Youth feel powerless to influence the systems affecting them. Many spoke about how few students have a real voice in the school organization or the community at large. They expressed skepticism about some of the standard mechanisms to channel student input, such as a single "token" student asked to sit on a public board and a student committee asked to discuss a situation without any visible influence on administrative action.

Youth said they feel especially powerless to influence the educational system. They would welcome a chance to have a voice in school decisions and in the larger community. They'd like to be able to comment on the ways teachers interact with their students and give feedback about teaching skills from the student's perspective. Those students who do serve in student government spoke positively about their leadership roles and said they themselves were learning a lot and making a contribution. However, they also noted that most students in a school have little say in what happens there.

Young people want to encourage adults in the school and community to ask students to share routinely and officially what they think about issues. They believe they can help solve problems and would welcome the chance. Their comments reflect the ways meaningful contribution to one's world, the Contribution condition, can support educational success.

> *"I'm sick of planning dances. I want to have a say about the things that count at school. I want to be able to grade the teachers and say which ones help you and like students and which ones don't."*

> *"Why should I vote? What difference would it make? When I was in school, over and over they voted against us. They just kept cutting all of the important stuff like art and music, and classes got bigger. I don't see the point in voting. It doesn't get you anything. A lot of my friends feel the same way."*

Lack of Continuity in Mixed Messages about What Counts

Focus group students expressed their frustration with the lack of continuity in what is expected of them. They are expected to succeed in both the old and new ways. They are receiving mixed messages about what really counts; they feel stressed about tests and generally overwhelmed. They say they even get different reports from teachers and administrators within the same school.

Students are confused about the CIM and CAM and question their value. Most students understand from their counselors, teachers, parents, employers, and colleges that they still have to get a high GPA, score well on the SAT, and attend the required number of classes for the standard amount of seat time. Therefore, the reforms are perceived as add-ons that make slight difference in the real world. Students asked many questions about the rewards for doing well on the CIM or CAM. If you earn a CIM in 10th grade, what's the payoff? How will it help you get into a college in Oregon or a "good one out of state"? Will it really help you get a job or is it just hype? Can you graduate without a CIM? How does a CIM compare to a high school diploma?

Their questions highlight the importance of the Continuity condition for success. When young people clearly see the connections between present effort and future expectations and rewards, they understand why they need to do things. At this point in time, the young people we spoke with said that what they've been told and what is really happening don't seem to add up. They said they feel like guinea pigs in an experiment. And they said it's not fair to raise standards and "add tests when teachers have so many students that they don't have the time to help you get ready or get your questions answered." This led to more heated discussions about measuring educational success. Repeatedly students said that educational success is more than grades and test scores; it's what you can do in the real world.

> *"What you learn is more important than grades. Believing in yourself and knowing that what you've learned you can take with you and pass on to others. [You have to learn to] do the best you can do and move on when you are ready. Otherwise, you fail later in life."*

> *"Not everyone can pull it together at the same time."*

> *"The idea is to try to make sure that everybody can learn from their mistakes. That way you learn from within. Teachers can't do it for their students."*

> *"I only have so much time and I don't know how to decide. I want to go to a good college. Should I study for the SAT or work on a work sample or concentrate on honors classes or do community service or get a job to save money or what?"*

Another mixed message swirls around school funding. Although they are being asked to meet higher standards, there are fewer resources to help them do so. Local students notice the effects of funding cuts and take them personally. They know the world is increasingly competitive—that to succeed they need to know technology and be well prepared—yet they are faced with outdated technology, old texts, and crowded classes. Students interpret the lack of money in schools as a message from the community that the needs of young people today aren't important. Several who attend schools in lower income neighborhoods contrasted their lack of supplies and poor building condition with schools in higher income areas that they had visited. Many feel like they "are being set up to fail" and that adults don't care about them. When adults in or out of school do take the time to help young people, the teens are quick to praise them. Unfortunately, they appreciate these adults as exceptions rather than the rule.

> *"I mean you can totally tell if a school is in a rich or poor neighborhood. They say the schools are equal but you can tell. Look at the science labs or the library or how old the computers are or if the building is falling apart. I've been in those rich schools for sports and stuff and they are nothin' like mine."*

Success Stories

These are profiles of six of the students we spoke with. Each profile describes a different journey toward academic accomplishment. We include them because they help to reveal the many divergent pathways our young people travel. Some made traditional choices, and some needed alternatives. Embedded in each story is evidence supporting the conditions necessary for success. At crucial times, the young people in each of these stories benefited from significant adult relationships. Some were harmed by the absence of positive relationships. The young people reacted to expectations held for them and eventually rose to meet high ones. For some, engagement in learning and development came easily, and for others it was sporadic. Not everyone had the opportunity to make a contribution but those that did found it motivating. For all, the presence or absence of continuity, the understanding of how one step in the journey leads to the next, played a significant role in their attitude, effort, and ultimate achievements.

Names and obviously identifiable details have been changed to preserve the confidentiality of the young people who willingly shared their stories. Despite the minor changes in descriptive detail, the stories themselves are true. The information in them was gathered from individual interviews with young people and confirmed through school records or personnel, parents, and/or community service providers.

Each person's portrait paints a picture of achievement; combined they form a collage revealing some of the complexity involved in defining academic success as well as the varied and twisting lines some of our young people must follow to get there.

RICH

"I'm one of those kids who made a big turnaround in my life. In ninth grade I had a felony record for 2nd degree robbery and was on probation. Luckily I was only 14 and it was before Measure 11 or I'd still be in jail today. Instead I'm going to the university."

At the age of four, Rich lived in a car with his mom and her boyfriend. Rich remembers feeling grateful for any help given to them then. He could speak both Spanish and English thanks to his mom's efforts to keep his Puerto Rican background alive. Seeking better living conditions than California had to offer, Rich and his mom moved to North Portland. He enrolled in an elementary school Spanish-immersion magnet program where he seemed to thrive, earning straight A's in fourth and fifth grade. His mom placed a high value on education; she helped with his homework and encouraged Rich to achieve in school.

As he moved on to the Spanish-immersion middle school magnet program, the economic differences between his home and school neighborhoods began to have a big influence in his life. Rich remembers being taunted for coming from a poor neighborhood and not having the right brand names on his clothes. Rich's grades dropped severely, and he transferred to a middle school in his home neighborhood. Rich remembers the transfer as a "non-event." At his new school, Rich says he did well academically "because other kids didn't listen or do any work so as long as I did just a little bit more than the others I'd get A's. My mom would be 'Oh Wow!' but I had sort of a guilty feeling because I knew I could do better."

Between 8th and 9th grade, Rich began hanging out with neighborhood gang members. The youngest in the group, he felt intimidated, complimented, challenged, and included when he was taught to run 'errands', steal cars, etc. Quickly arrested that summer for robbery and placed on probation, Rich was sent to an alternative school that accepted him only after extensive interviews where he had to be honest about his problems. At the school, Rich earned recognition for his candor and personal insights as well as his abilities to write and analyze literature. Rich remembers these meaningful compliments because they seemed connected to what he had actually done; they weren't puffed up and he hadn't fooled anyone. Unfortunately, Rich continued to experiment with drugs outside of school. By violating his probation he lost the option to attend alternative school and was sent to a group home. Through conversations with counselors at the group home, Rich identified a core problem, impulsive decision-making, and on his own initiative began a journal documenting his problem and its effects. He also had time to think and reflected on what it was like to hear positive things (e.g. praise from his mom, compliments from the alternative school, respect from counselors) versus negative things. Impressed with his growing maturity, counselors and probation officers reduced Rich's group home time from 9-18 months to 4 months, and he was allowed to return to the alternative school.

Glad to be back at the alternative school, Rich "started kickin' it and participating in stuff." He did well in classes and became a leader among his peers even motivating them to do community service projects. Interested in electronic engineering, he took a technical school class while also attending high school, proving to himself that he could succeed beyond the alternative school world. Teachers guided Rich through the college admission and financial aid process. With no GPA (alternative school grades are only pass/no pass) and a checkered school record, Rich believed he wasn't able to apply for scholarships. Rich was accepted at a state university and enrolled this fall. He will pay tuition with a loan package, a small scholarship award from the alternative school, and part-time employment. A teacher accompanied Rich to an orientation event and has coached him about the transition to the university. At this point, Rich feels ready and believes that if he gets down, he'll "just remember what's happened before and how I made it."

IAN

"Everybody has to have a Thing (or multiple Things) to get through high school. My friends and I have talked about this and we have a theory, our Thing Theory of High School Success. We think everyone's biggest fear is getting lost—not being noticed—everybody looking through you. People need something to stand out – to show they're different and define them as people. The more Things you do, the less drugs or drinking. You don't have to like the Thing but you have to do it. Even drugs and alcohol can be your Thing in the high school realm; they're just not as positive. For me, my Things were drama, making movies, and basketball."

Ian has lived in the same house close to his neighborhood schools for most of his life. Both parents have been actively and consistently involved in his sports and school activities. Family is a strong resource for Ian. His well-educated parents have been able to enrich his school experiences through travel and extra-curricular activities, and "they are always there for me." Ian has always done well in classes, but often needed to be pushed to go beyond minimum academic expectations. Avenues for creative expression and friends have mattered at least as much as academics to Ian, maybe more.

Ian credits a special summer school experience with helping him learn where he might fit in the larger scheme of things and what might be possible for him to achieve. He participated in a middle school program, Summer Bridge, where he made friends with successful college students and learned what the real world called "success" through community service projects. During his high school summers, Ian continued with the program as a counselor. He believes Summer Bridge experiences were pivotal, allowing him to step back from middle and high school to see what is important and what isn't in the real world. College students he worked with became trusted mentors; in fact, one met Ian at the airport and helped him settle into his college dorm this fall. Summer Bridge mentors and teachers validated what Ian had heard at home and convinced him that he had what it took to make it at a selective college. Their criticisms and encouragement spurred him to strive harder in high school.

Dramatic activities draw Ian like a magnet. During high school, they attracted almost all of his spare time "and didn't leave me much chance to get in trouble." He participated in school plays, reveling in the camaraderie and creative expression. On his own, he and his close friends produced, wrote, directed, and acted in films. "My parents were really supportive and patient. Also, [local film production experts] let us use their studios and showed us how to do a quality job." Ian believes he needed something to capture his energy and interest during the years he had to "get through high school." Films and school plays saved him. They were his Things.

Ian chafes at what he perceives as restrictive control. He believes he has something to offer and appreciates the chance to do so. Thinking back on his high school years, Ian remembers how easy it was for him to lose heart when he felt that a teacher who held the power was trying to defeat him. He had friends whose frustration snowballed and they started skipping school. Ian believes students' sense of powerlessness increased during his high school years in keeping with the growing numbers of students in his classes. He doesn't fault teachers. "It's hard for the institution to be responsive to the needs of students or to listen to their requests, opinions, and beliefs when the schools are so crowded." Given these conditions, Ian credits his Things with making life bearable and keeping him invested in doing well in school and later life.

Ian's parents provided the resources and guidance for his college selection. They took him on college visits, helped him pore through catalogues, and have been able to obtain the financial loans that allow Ian to now attend a selective liberal arts college with exceptional drama and film programs.

MATT

"I really tried to stay in high school but it was just too awful. During freshman year I ran track. The other guys would push me in mud puddles and throw me in dumpsters and lockers. I was spit on, punched, beat up, called a fag/homo/queer, and burned with a cigarette. I made it through 10th grade but four days into 11th I left school. Leaving school was the healthiest thing I could have done."

Matt grew up in a single parent household and remains estranged from his father to this day. His parents separated when he was three and were divorced by the time he was five. He is close to his mom who "worked two jobs all my life to support me and my sister." While his mom was working Matt enjoyed the support and encouragement of his grandmother. He feels lucky to have had "two caring women looking out for me."

Matt attended public schools and earned good grades. He remembers with fondness his second grade teacher. She trusted him and selected him to care for the class bunny over a holiday. On the other hand, his fifth grade teacher treated him with indifference while giving other students special privileges. Throughout his early school years, Matt proved to be very sensitive to relationships with his teachers. Genuine, well-deserved attention made a positive difference to him and unfairness or indifference hurt. Slight of build, other students sometimes bullied him. Allies and personal strength of character allowed him to hold his own in school.

The harassment Matt experienced in middle school intensified into high school gay bashing. Although in a special program at high school (one that intentionally created a small learning community and permitted adjustments for special needs and interests), Matt found that anyone different was still hassled. This was a time when Matt was struggling to understand his own identity, when he was sorting out others' perceptions of him and what he himself knew to be true. Matt didn't see or ask for many adult interventions; he believed that there wasn't much anyone could do to help him. He decided to leave high school at the start of 11th grade. Later he learned that his teachers were unaware of his problems and wished they could have helped him more.

Leaving school also meant telling his mother he was gay. Matt and his mom worked through some difficult conversations, but she fully accepts and loves her son. She encouraged him to continue his education. Since Matt had been "raised to know I'd need an education to do something with my life, and I knew I wanted to make a difference in the world," he bought a study guide and got his GED within a month after leaving high school. He also took classes to become a Certified Nurse's Assistant so that he could support himself. Over the next four years Matt worked as a CNA and took community college classes, beginning with the basic ones he knew he missed in high school. At times he felt "very scared." Subsequently he was diagnosed with Post-Traumatic Stress Disorder, and took a term off to "get my head on straight and get some medication." Counseling and time helped Matt to work through the residue of early experiences, although he still struggles with panic attacks to this day.

Matt earned his associate's degree and transferred to a state university. Focusing on the social sciences, he is making steady progress toward his bachelor's degree. He received three scholarships this year from organizations interested in promoting equity. He credits an adult mentor (another gay man he calls "Dad") with adding tremendous support and guidance to his life. "This is someone I can actually talk to about things that are important to me and he understands." Together Matt and his dad figure out the university bureaucracy and plan for his future. Clearly able to succeed academically, Matt resents the stigma of failure associated with dropping out of high school and earning a GED. For him, dropping out was an affirmative choice, one that signified the point when Matt decided to get himself in a safe space and chart his future course.

AISHA

"I've always needed to express myself. I love writing, drama, dance, and music. And, I'm kind of a perfectionist. I want to succeed in all areas of school....and in life of course. I've always liked English and the arts; they're my favorites. I think that language and choreography are a lot the same actually. As long as I can get a good English teacher and an arts class, I can handle the other stuff."

Aisha was born and grew up in a very rural portion of another state and the rest of her family still lives there. Early in elementary school she surprised her teachers and parents with her artistic talents. Whenever she could, she completed her assignments as dances, poetry, or theater. Realizing that she needed more than the local schools could provide, Aisha's parents sent her to live with Portland area friends. She enrolled in a metropolitan area performing arts public high school as a ninth grader. Lonely, scared, determined—Aisha remembers long bus rides all over Portland and the suburbs. She had to learn to make it in the city and in high school where no place felt familiar or comfortable. Since she wasn't paying tuition, Aisha didn't want to complain and draw attention to her situation. So she just kept her feelings inside.

Aisha loved her classes and came to feel at home in arts classes. She saw arts and English (especially creative writing) as ways to feel good about herself. "Arts and writing gave me a means of expression that nothing else did. I was never good at sports. Arts was my thing." Aisha remembers several teachers who gave her special attention throughout high school. They drove her home after late practices, asked to read her writing, and gave her special roles in class. They became part of her local family. She also created an enormous extended family and mentor system for herself. "I found lots of moms to talk to and an extra dad to help me figure out college. I was really lucky."

Resilient and determined, Aisha found part-time work at a restaurant for her later high school years. She traded what little free time she had for spending money, something more essential from her junior year on because her parents split up and ran short of cash. Aisha says she never thought of going home to her family. "It didn't ever occur to me not to finish."

Aisha experienced some stress at school due to tensions between racial and ethnic groups. Mostly she handled tensions by pulling back and focusing on her goals. She learned to rely on herself.

Throughout high school Aisha maintained a high grade point average, graduating with about a 3.9. She believes she had great teachers for the most part, some truly exceptional. She won a state writing award and did well on standardized tests, including the SAT. She earned some scholarships and is now studying at a prestigious college where she is majoring in performing arts and writing.

LUIS

"Hispanics occupy one of the lowest positions in the school system. Teachers don't want you there. They expect you to fail and cause problems. When we make mistakes, instead of being helped we are blamed and sent home. To avoid the shame of telling our mothers that we have been sent home, we run the streets with our friends getting into trouble and wreaking havoc. We are not understood. Our culture is not understood. Latino culture is 'hip and cool' but to be Latino is still not accepted. Of course I would like this to change because it can not continue this way."

The child of Mexican migrant workers, Luis moved to the United States with his family when he was about ten years old. During his early adolescence he started getting in trouble at school. At the same time his parents were separating and struggling to take care of themselves and their family. Luis' problems were too much for them to handle so they rejected him and sent him out on his own at age thirteen.

Since moving to the U.S., Luis had never completed a full year of school. His family always moved following the harvests. He could speak Spanish and some English, but his reading and writing skills were very basic. For Luis, going to school meant being an outsider; he never felt that he really belonged. Not surprisingly, once on his own, Luis had little interest in attending school. Instead, he joined a Latino gang known for its extreme violence. Luis made the gang his family. He found he had natural leadership skills (although he would never have described them in those words) and the other gang members respected him. He became a Commandante or gang leader and wielded considerable influence in his world.

The gang life style began to take its toll on Luis. He wanted something else but wasn't sure what. He found an alternative school and enrolled himself in the program there. Teachers were confused by his mixed messages. He had enrolled voluntarily yet he often acted belligerently and complained about anything he could. He was ready for the teachers to expect the worst of him; his defense was to challenge authority. After lots of one-on-one work with teachers and a special counselor, Luis came to a profound realization. He decided that "gangs only give you perceived power and a sense of belonging" whereas "education can give you real power and a political voice." At this point Luis began to question the gang lifestyle and change his approach to the alternative school.

Luis' decisions about the gang had many repercussions. Luis' actions threatened the other gang members to a degree he hadn't anticipated. He began to call for truces and safe zones in schools because he thought gang conflicts only weakened them more—the prejudice toward Latinos from the larger society was enough of an enemy. He received many threats, especially after he began redirecting his leadership by talking to "peewees" or young gang members-in-training and encouraging them to turn away or think again about gangs and to go to school too. At his lowest point, Luis was disconsolate and without hope—he didn't belong and wasn't safe anywhere. He realized he had to isolate himself in order to break away, and if he did that he'd have no one. He attempted suicide.

Fortunately he recovered. During and after his hospitalization, Luis received counseling, case management and encouragement from people who understood his needs, his culture, and the gravity of the situation. They helped him reconnect with the alternative school and provided close day-by-day supervision. Slowly but surely, the school became his new family—warm, encouraging, Latino and American.

Luis is now nearing the completion of his GED. His English skills are much improved, and he is beginning vocational classes at community college. He is now more aware of his leadership skills and plans to apply them to exercise real political power on behalf of his people.

MARIA

"I didn't think I could go to high school in the United States since I already had a baby."

Maria left her family behind and entered the United States as a political refugee from Central America. She arrived in Miami at age sixteen with her baby. In her home country she had been respected—she was known to be wise for her age, a leader and an activist. In the U.S., she felt naive, alone and confused.

Welfare workers in Miami threatened to put Maria's baby in state custody because they believed that she couldn't adequately provide for her child. Panicked, she married the baby's father who was also a political activist and ten years older. The new family moved to Portland.

Once arriving in the Northwest, Maria endured escalating violence from her new husband. He kept her under constant control and managed her every move. He became physically and emotionally abusive. With only the most rudimentary English skills and no money, Maria felt trapped. As her injuries increased and other agencies took notice (e.g. hospital staff, etc.), Maria was able to get some protection.

Maria desperately wanted to get an education. Since she didn't believe she could go to public high school with a baby, she enrolled in an alternative night school. Maria's husband did not want her to go to school so she had to be very secretive, expending lots of energy making sure she and her baby would be safe. The connection with the alternative school was a lifeline for Maria. Staff provided lots of counseling and support in many forms—academic, legal, medical, and emotional.

Maria is now almost eighteen. She has already learned English and completed her GED in English with a high score. In addition, she has successfully completed a special computer and vocational training program. Currently attending community college and maintaining a 4.0 GPA, Maria plans to transfer to a university. She is determined to get an education and provide well for her child and herself.

Her husband was finally jailed for repeated violation of restraining orders. Maria worries about what will happen when he is released.

Interviews with Adult Stakeholders

We interviewed a total of 78 adults who are involved with local youth. They included school teachers and administrators, youth service program managers and caseworkers, elected officials, educational researchers and national experts, and members of local and national youth policy groups. In selecting our interviewees, we attempted to capture perspectives across the County and its eight school districts. (See Appendix C for the names and affiliations of adults interviewed).

Despite the varied interests and positions of the adults we interviewed, the themes that emerged in their interviews proved quite similar. In many ways the adults' comments mirrored those of the youths' focus groups. When drawing upon their own experiences in school or recalling what truly tipped the scales toward educational success for a student they knew well, adults spoke of the importance of authentic, caring, encouraging, enduring relationships. They also spoke with some frustration about the constraints that prevent them from doing what they know works to foster educational success, saying some version of "we know an awful lot now about what works for children but we can't seem to find the will to make it happen." Many worried that the public education system they value is at risk along with many of its students, and they expressed the hope that the community can find the ways and means to create a more flexible, responsive, and accountable school system. In general, adult stakeholders' comments zeroed in more on the school domain than those of home or community. When prompted, they saw parallels and possibilities in the other domains, but those ideas did not surface first.

Relationships Provide Key to School Success

Adults believe that the quality of relationships within schools and youth organizations impact a young person's sense of identity, belonging, legitimacy, safety, risk-taking, satisfaction, and academic success. They believe when space is made or conditions created allowing for relationships to develop among students, teachers, parents, service providers, and community members, it does matter. The interviewees stated that the quality of all relationships affects the school climate, the school's relationships with the community, and ultimately students' success. Stakeholders' comments mirrored those of youth and again validated the Relationships condition for success.

Ironically, although the stakeholders believe relationships matter for themselves and their own children, they don't often say so out loud. In a professional setting, the stakeholders acknowledged that they are apt to attribute educational success to other factors like special programs, increased rigor, higher standards, new curriculum, resources, etc. Some mentioned that it seems "a little soft" to advocate for the importance of positive relationships in our culture and with our fiscal constraints today. Others noted that effective relationships are so basic to learning that we assume that they will occur despite the fact that we tolerate conditions that make it hard to create or maintain them.

Some described a vision of effective, positive relationships where a sense of real community emerges and artificial community crumbles, and they believe we need to create conditions under which a sense of authentic community and attention to its important relationships can prosper.

Adults Feel They've Lost Control of their Local Schools

Many stakeholders believe that schools are far too imposing and monolithic for one person to change. They note that the system's size, structure, funding, curriculum, and methods of accountability seem mystifying and out of reach for the average person. For students, schools and classes are too big, and competition for teacher time is a problem. For teachers, mandated curriculum (including interactive lessons and performance-based assessments), new testing requirements and increased numbers of students can make it difficult to honor their own professional judgment about what is best for their students. As their children progress from kindergarten through 12th grade, parents find it increasingly difficult to have a real voice at school. Some perceive that they are valued as "helpers" but not as intelligent collaborators. They find it hard to advocate for their own children and their individual needs. For community members, it can be intimidating to enter a school. For all, there is a perceived loss of local control and funding of schools which leads to disengagement—a giving up—and a loss of the community pride and investment that stakeholders remember with fondness.

Stakeholders were firm in their belief that there is no magic solution. Some suggest that we need lots of little initiatives tailored to the needs of smaller groups of students, their families and community—but with some outside accountability for achieving basic results. They think schools and youth organizations and services should have flexibility, individualization, creativity, responsiveness, high standards and accountability for results.

This finding echoes the concerns about scale raised by youth. In large schools it may be especially hard to provide the individualized attention that engages students and that forms the basis for positive relationships.

School Calendars Diminish Continuity and Engagement

Stakeholders raised several issues related to time and schooling. They identified "school year thinking" as a problem that contributes to annual rather than developmental approaches. Many told stories about students whose family, health, or other personal needs couldn't be met by following a school's requirements for "lock-step progression," and they recommended the development of flexible paths that can accommodate individual needs and differences.

Stakeholders familiar with social services for families noted that the mobility of students presents problems for a rigid system. Students involved in the juvenile justice system also face systemic roadblocks when they transition into and out of school outside of the regular school calendar. Some stakeholders struggle to figure out how students with urgent, non-school problems can enter or leave or miss some time without losing school credit.

The issues raised in this finding impact both the Expectations and Continuity conditions for success. Stakeholders questioned the fairness to young people of setting expectations based on time criteria rather than on development or mastery. In addition, they noted unnecessary barriers to continuity erected by strict adherence to time criteria over others.

System Contradictions Cause Discomfort

Stakeholders described several disturbing contradictions in the system. They explained in a variety of ways that what we measure (in terms of educational success) is not what we value. We measure attendance and content knowledge; we value application of that knowledge in further education, career success, personal relationships and community involvement. One interviewee noted that people who work with children and youth almost have to be surreptitious to succeed because "the stuff that is measurable is not the stuff that holds it together."

Those interviewed also noted that tests and grades usually measure information that can be recalled rather than knowledge that can be applied. They questioned the value of diplomas reflecting courses taken and grades earned rather than demonstrations of what students can do with the knowledge they've gained. Some wondered why longer-term measures, say 5-10 years out of school, are rarely done and recommended doing a systematic analysis of students' paths after high school to learn who goes to college, who succeeds in college, who gets a job, and who keeps a job.

Some people said they feel discomfort because what they want to do and what they believe matters in young people's success doesn't match what they are required to do on the job. Teachers and administrators referred to their frustrations with standardized tests that must now take precedence over other lessons. Parents and community members believe that collaborating with school staff would benefit children, but they don't know how to go about it. Service providers learn what students need and what the roots of their problems are, but they feel helpless to address those problems as they send their clients back into a system likely to fail them again.

Stakeholders are often challenged by the tension between strength-based and problem-based approaches. For example, several said that we talk about assets, school reform, and performance-based assessment, but we make funding decisions based on deficit thinking, traditional school organization (attendance and seat time in classes), and standardized tests. In their jobs, they feel pulled. The assets approach rings true but the system rewards plans built on addressing deficits. One interviewee said, "In my job I feel like I've been screaming in the dark about this [bureaucratic rules, funding cuts, ignoring our children's needs]."

Many of those interviewed made a point to appreciate how hard individuals are working under difficult situations throughout the educational and related social services arenas. They don't blame the people; they blame rigid social service and educational systems that have not kept pace with our society's needs and interests. Finally, they question how to strive for high standards, pay attention to individual needs, create encouraging learning communities, add systemic flexibility, and ensure that schools are fiscally and academically accountable.
on voting participation by age. We recommend that they begin doing so with the 2000 general election.

There is not currently a good mechanism for measuring the level of adult involvement with youth as mentors. We recommend that the City-County Citizen Survey, administered by the City of Portland Auditor's Office, add a question to measure this.

CHAPTER 4

Tensions and Intersections in Our Systems

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In Chapter 3, the voices of local youth and adult stakeholders affirmed and illustrated our conceptual model. Local perspectives highlighted the aspects of our families, schools, and communities that fail to provide the five conditions which support youth success. Here we augment our qualitative findings with the other quantitative data and national research to explore the tensions in our families, schools, and communities which need to be addressed if they are to nurture these five supporting conditions. This system assessment also draws on some of our local voices, and previews some of the findings on youth services detailed in Chapter 6.

We draw extensively on the Commission's research on youth assets. The asset data was collected through a 1997 survey of 9,000 Multnomah County students in grades 6, 8, and 10. This study was modeled on work by the Search Institute, a national youth development research institute. Search has identified 40 assets which children need to grow up healthy, caring, and competent. Assets include external supports from family, school and community, as well as internal qualities, such as values or commitment to learning. National research on youth has demonstrated that having more assets translates into higher success, and reduces the probability that youth will engage in behaviors that put them at risk. The Commission's survey of youth in our community found that the average student has only 19 of the 40 assets. (See Appendix D for a complete list of assets and the detailed survey results for Multnomah County)

Strengthening Relationships

Relationships matter significantly to young people. When young people enjoy positive relationships with parents, teachers, and other adults in the community, they are apt to try harder and persist longer in their education. Continuous, caring relationships convey to young people that they are known and valued, and through such relationships adults can offer guidance and answer questions. Although we know that relationships are important, our systems sometimes work against building and maintaining them.

Parents are supportive but communication and school involvement need improvement

Local youth indicate that their parents provide general support, however many reported problems with family communication. About 68% have the ***Family Support Asset*** and most reported supportive relationships with parents.

Further, only 30% have the ***Positive Family Communication Asset***. Parents may have to learn to talk with their children more effectively about substance abuse and sexual activity.

While parents are generally supportive, local levels of parental involvement in school are low. Only 35% have the ***Parental Involvement in School Asset***. While most parents inquire about homework, less than half actually help with homework. Only one-third attend school meetings or events.

The most striking finding in this area is how few parents in our community are involved in activities at school. Part of this may stem from the lack of "family friendly" policies on the part of both employers and schools. For many working parents, active participation in the classroom and conferences with teachers are difficult because of work constraints. Some local schools continue to schedule parent-teacher conferences during the workday. Schools are beginning to recognize the importance of more actively engaging parents as partners in their educational endeavors. Portland Public Schools' new Family Involvement component of the Title I program and the SUN Schools Initiative have the potential to meet this goal. But more efforts in this area are needed if we are to improve parental involvement systemwide.

Current Class and School Sizes do not Adequately Nurture Relationships

The Asset data confirms that many young people do not have positive relationships with teachers, other adults, and fellow students at school. Only 28% of local youth have the ***Caring School Climate Asset***. This asset involves believing teachers and other students at school care about them, and getting encouragement at school. Many of the local youth we interviewed attributed the problem to large classes and schools.

Research on Class and School Size

Over the past 20 years, considerable research has been conducted on the effects of class size reduction. The research findings are inconsistent, but a number of studies have found that reducing classes of 22-25 students or more to 15-20 students or less can increase student achievement. Results are particularly striking in grades K-3 and less definitive for grades 4-12. Witherell (1999) summarizes the research findings and concludes that with such a reduction several things happen:

- significant gains in achievement as measured by standardized achievement tests for most students;
- minority and low-income students experience the largest effects;
- students are more actively engaged in learning and their teachers spend more time on instruction than in classroom management; and
- students, teachers, and parents report positive effects on the quality of classroom activity.

Class size research tells us that while smaller classes can affect student learning, effects are more pronounced when other critical conditions are met. An analysis of results from Tennessee's Project STAR (Student-Teacher Achievement Ratio), a four-year, $12 million project widely viewed as a laboratory for class size initiatives, suggests that class size reductions are most effective when combined with:

- an adequate supply of good teachers,
- sufficient classroom space,
- a representative mix of students in each class, and
- teacher access to adequate materials and services.

The STAR project also included two other phases: the Lasting Benefits Study measuring whether or not perceived benefits persisted in subsequent school years, and Project Challenge where the 17 economically poorest school districts were given small kindergarten through third grade classes. Students originally enrolled in smaller classes continued to perform better than their peers (who had only been in larger classes) when they attended larger classes in later grades. The Project Challenge districts raised their state standing in reading and math assessment from below average to above average.

While the Tennessee project is typically cited as the most complete and well-designed study of class size reduction effects, other efforts in Indiana (Prime Time), North Carolina (Burke County), and Wisconsin (Student Achievement Guarantee program) also have reported important data mirroring findings in the STAR reports.

Large classes affect achievement, and large schools do too. When schools grow in size, students and their families often express frustration with teachers' limited time and attention, and educators complain that they can't teach the way they should due to the numbers of students. Smaller schools and schools-within-a-school represent strategies for increasing achievement and improving school climate and quality of relationships among teachers, students, and parents by keeping school at a manageable scale.

The Northwest Regional Educational Laboratory's review of over 100 studies on the effects of school size is the most comprehensive to date (Cotton, 1996). The review concluded by stressing that there is "overwhelming evidence that student attitudes, behavior and participation are better when school size is smaller. As for student achievement, small schools get results at least equal to, and in many cases superior to, big schools." Teachers in small schools are more likely to use interactive, innovative strategies, multiage grouping, and alternative assessments. Students in small schools have higher attendance and graduation rates; higher family and community involvement; higher participation in extracurricular and leadership activities; higher expectations from their teachers; and equal or better performance on college entrance examinations and acceptance rates. In addition, they are less likely to drop out or engage in negative or high risk behaviors: students exhibit less disruptive and violent behavior, substance abuse and addiction, vandalism, theft and gang participation. Cotton notes that fewer students feel overlooked or alienated, and that instead they express more feelings of belonging, personal responsibility and overall satisfaction with their school. These "positive effects are particularly pronounced among students from poor families and those belonging to racial or ethnic minority groups."

Several sites across the country offer informative case studies of the evolution and effects of small schools, which ideally have 300-400 students at the elementary level or 400-600 at a high school. New York City has many ongoing initiatives, including Central Park East and a joint project between the Center for Collaborative Education and New Visions for Public Schools to design small schools as models for urban districts. Chicago has several small school experiments in low-income, minority areas. Each has a distinctive focus and works closely with its community and with business and community partnerships. Philadelphia, Seattle, Denver, and Los Angeles have similar urban, small school initiatives.

In another school size study, researchers at the NYU Institute for Education and Social Policy examined the relationships between the costs per pupil at New York high schools of different sizes and student academic achievement. Their results clearly indicate that schools with between 600 and 1200 students show better outcomes (high attendance rates, test scores, and number of graduates) than larger schools and that "small academic and articulated schools have among the lowest costs per cohort graduate, due to their vastly lower dropout rates and higher graduation rates." (Stiefel et al, 1998, p.11) The New York study also found that poor and minority youth received the greatest benefit from small schools.

Class and School Sizes in Multnomah County May Need to be Reduced

Oregon Congressman David Wu recently commissioned an analysis of class size in the metro area. The study was based on enrollment data for 1998-99 obtained from the Oregon Department of Education. The table below presents the average class size in grades 1-3 for local districts. The overall average of 24 is well above the 15-20 suggested by the research as optimal for these grades.

District	Average Class Size for Grades 1-3
Centennial	23
David Douglas	26
Gresham-Barlow	25
Parkrose	22
Portland	24
Reynolds	24
Riverdale	20
All Districts	24

Source: Oregon Department of Education

There is a tremendous amount of variation in the size of local public schools. The average elementary school serves 439 children, and there are elementary schools such as Wilcox with enrollments under 200. The largest elementary school, King, in NE Portland enrolls close to 800 students. The average size for middle schools is 612, but again the range is broad. One of Portland's magnet schools, the Environmental Middle School enrolls 182, while Centennial Middle School has an enrollment of almost 900. The average size for high schools is 1,400. The smallest high schools are Corbett (321) and Jefferson (916). The largest is Reynolds High, enrolling 2,240.

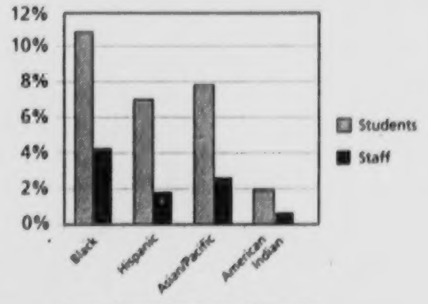
Reducing class and school size can appear deceptively simple and appealing. Indeed, policy makers and elected officials support these structural changes because they are relatively easy changes to make. However, changing the student-teacher ratio does not automatically guarantee enhanced relationships and learning gains. Size reductions do alter the environment and can set the stage for other modifications that can impact student learning, but only if qualified, committed teachers and administrators can seize the opportunities to teach and assess differently. Most teacher training does not value the importance of relationships as the key to good teaching.

Reductions in class and school size have significant cost implications, not only in terms of increasing staff. They also would require additional classrooms and facilities. In response to a recent audit, Portland Public Schools is exploring ways to decrease facilities costs by consolidating facilities. Most of the other districts have outgrown their existing facilities under the pressure of increased enrollments.

Lack of Minority Teachers May also Limit Relationships

Chapter 2 depicted the dramatic increases in minority students over the last several decades. Despite these increases, there has been very little change in the racial distribution of teachers and other school staff. The graph below illustrates the gap.

Race Distribution of minority Students vs. Staff in Multnomah County: October 1998



Source: Oregon Department of Education

We were unable to obtain information on the language skills of teachers outside of ESL programs, but it is likely that increases in bilingual teachers have not kept pace with increases in students for whom English is not the primary language. In order to enhance relationships with minority students and their families, local districts should step up their efforts to recruit and retain minority teachers, especially those with second language skills. Districts will need to work collaboratively with local colleges and universities to develop incentives that expand the pool of minority teachers and those with language skills. The *Teacher Standards and Training Commission*, which develops the training and certification standards in Oregon, will also need to play a role in this effort.

Mentoring Initiatives Show Promise but Need Coordination

Both our youth interviews and the Asset survey affirmed that youth do not feel adequately supported by caring adults in the community. Only 26% have strong adult role models and 41% have supportive relationships with other adults. Further, 38% reported that there are people who care about them in their neighborhood.

Across the United States, mentoring programs linking children and youth with someone older and more experienced have become an increasingly popular way to connect young people with supportive and caring adults. The mentoring movement took off in the mid-1980's with high hopes and energy, particularly in poor and minority neighborhoods. Many local non-profit organizations and service providers across the country initiated mentoring programs intended to prevent or decrease the risks in the lives of youth. A wide variety of approaches developed. Volunteer mentors were recruited from the community at large. College students, the elderly and others were matched with targeted groups of mostly disadvantaged students. Results were mixed, and the documentation of programs was largely anecdotal.

Public/Private Ventures (1996), a national non-profit organization that seeks to improve youth policies and programs, conducted the most comprehensive research to date about mentoring. The key finding from their 1988-1995 studies was that substantial benefits for youth can be achieved by well-run mentoring programs. Their evaluation of one of the largest national mentoring programs, Big Brothers/Big Sisters, found that mentoring decreased drug and alcohol abuse, aggressive behavior, and skipping school among the mentored 10-15 year olds. Data also showed slightly higher grades and improved relationships with friends and parents.

Research by the Public/Private Ventures and the California Mentoring Initiative is consistent in identifying characteristics of effective mentoring programs. Programs that deliver results for young people—academic achievement, development of social competencies, risk reduction, and asset reinforcement—possess seven critical elements:

1. **Quick connection.** When an adult expresses interest in mentoring, the system allows a smooth, timely connection between the adult and program. This helps to assure that programs have enough mentors to meet the demand.
2. **Appropriate training.** Initial training for adults is substantive and adequate – enough but not overwhelming.
3. **Supervision and resources.** Once an adult is matched with a young person, the adult stays in contact with the program. Mechanisms exist to ensure the mentoring relationship stays positive and focused. Adults can talk over problems and progress with staff and obtain resources and additional training as needed.

4. **Mentors and youth develop trust in each other.** The key to creating effective mentoring relationships lies in the way trust develops between the adult and youth. Relationships grow over time. Adults are persistent, consistent, listen to youth, and allow them to have a say in what happens.
5. **Frequent meetings between mentors and youth.** A direct correlation exists between frequency of meetings and positive youth outcomes. Mentoring programs that expect weekly or biweekly meetings show greater gains.
6. **Recognition of success.** Both volunteers and young people earn frequent formal and informal recognition for their work.
7. **Program evaluation.** Successful programs welcome outside and internal evaluations to assist them in continuous improvement. They seek to learn what youth need, where and why the greatest gains occur, what mentors need, and how to focus the organization's infrastructure and services to get the greatest benefit.

Local mentoring efforts largely mirror the national scene. There are probably more than 100 organizations in the tri-county area which provide some level of mentoring or tutoring opportunities for adults to work with youth. A recent regional assessment by MentoringWorks (formerly VolunteerWorks) estimated that 750 youth are linked with an adult mentor for a minimum of 10 hours a month. About 7,000 youth were mentored less intensively—for a minimum of one hour a week. The report concluded that the demand for mentors exceeded the supply. One of the most troubling findings was that approximately 80% of interested mentors are "lost" after their initial offer of interest, and do not get hooked up with a young person.

The Needs Assessment by MentoringWorks and our analysis of mentoring programs in Chapter 6 both point to the need for additional coordination between the plethora of agencies involved in mentoring, all of which conduct independent recruitment, screening, orientation and training, support and supervision. The mission of the new *Tri-County Mentor Initiative*, described more fully in Chapter 6, is to create the infrastructure needed to make these functions more efficient and effective. This infrastructure is necessary before we can begin to build a bridge between the supply of adults who want to mentor, and the youth that could benefit from a sustained and caring relationship with an adult.

Setting and Maintaining High Expectations

Local youth made it clear in our focus groups that they want high expectations, higher than those that are held out for them by parents and especially teachers. Under half of those surveyed by the Commission (47%) have the *High Expectation asset.* While 83% of local youth believe that parents push them to do their best, only 51% reported that teachers have high expectations for them.

School Reform Is at a Critical Juncture

Oregon's School Reform Initiative has raised the bar for what we expect academically from our students and our schools, through the establishment of statewide standards. But school reform is at a crossroads and its future will depend on:

- Building state-mandated standards into a meaningful set of standards at the district and school level;
- Adequate support for teacher training and development; and
- More effective communication with students and parents about standards.

The State Legislature passed the Oregon Education Act for the 21st Century in 1991. The goal was to develop a series of educational standards which would prepare children for life in the 21st Century. Under the Act, students would work toward a Certificate of Initial Mastery (CIM) by the 10th grade. During the next two years they would work toward meeting requirements for the Certificate of Advanced Mastery (CAM), which would provide them with career-based learning experiences to prepare them for the world of work.

Without dedicated funding to design the CIM and the CAM, development of new state standards by the Oregon Department of Education has been slow. Implementation at the local level has also experienced a number of setbacks. During the spring of 1999, the first groups of tenth graders were scored for the CIM. As we noted in Chapter 2, only three of our local districts have been able to determine the CIM status of these students. Of those who were scored, only 9% met the requirements in all subject areas. Many of our local students will be scored again in the current academic year. Those districts that are still working to identify students meeting the CIM report that they lack the systems to process work samples.

Some of the local districts have moved more quickly than others toward implementation of the state CIM requirements. David Douglas, for example, implemented its own district CIM prior to statewide implementation and in 1999 began requiring that all students meet the District CIM requirements in order to graduate. Because the state CIM requirements are slightly higher than those for graduation, students who meet them receive an additional endorsement on their diplomas. The Reynolds district originally planned to require that its 1999 high school seniors meet state CIM standards in order to graduate. Reynolds was one of the only districts in the state to move this quickly. When it became apparent that many students were not sufficiently prepared to meet these standards, the district decided to put off the requirement.

The Oregon Department of Education will pull together a team to begin initial discussions about the CAM during the spring of 2000. The initial 1991 law called for implementation of the CAM by 1995. Implementation has been delayed several times, and current law calls for statewide implementation of the CAM in 2005. Without the CAM, there are no statewide standards that measure students' career-based learning experiences. For those students who do not go on to college, the CAM is especially critical.

Some school districts have begun work locally on career-based learning. During their freshman and sophomore years all students in the David Douglas district take career courses in which they explore seven different career pathways: Industrial and Engineering; Social and Human Services, Natural Resources; Business and Management; Arts and Communications; Hospitality, Tourism and Recreation; and Health Sciences. Students are encouraged to choose a pathway and select electives accordingly, but this is not yet required.

Given setbacks to date, the state standards will also require more support from local schools, students, and families. A 1999 survey by the Oregon School Boards Association found that 58% of Oregonians are not familiar with the Oregon Education Act. The level of general public familiarity with Oregon's school reform efforts has been stable over the last three years, despite an investment of over $1 million in public education. A 1999 survey by the Oregon Business Council found that school principals support the general goals of reform, but do not believe incentives for students to meet the CIM are adequate. Another longitudinal survey (1993-1997) confirmed that administrators and teachers endorse the goals underlying reform efforts standards, but are reluctant to embrace state standards, including the CIM and CAM.

Portland Public Schools has launched a Strategic Planning Initiative around three broad strategic objectives for our largest school district. The first two of these goals express a clear commitment to maintain high academic standards for all students, standards which are consistent with state standards but locally defined.

By 2005:

- 100% of our students will demonstrate significant growth every year toward achieving rigorous system-wide academic expectations.
- 100% of our students will continually set ambitious learning goals, persist in pursuing those goals, and demonstrate evidence of progress.
- 100% of our students will willingly and regularly contribute to the community.

Seven strategies to achieve these three goals have been adopted and Action Teams convened to develop action plans for each strategy. These teams are made up of local educators, experts, parents, and other community members. This effort is an ambitious one, for the District expects teams to actively engage the community and to develop plans based on credible and sound research. The Superintendent has asked teams to have their Action Plans completed by May, 2000.

In terms of high expectations, the central challenge will fall to the Measurement Team (#7) charged with developing a new set of standards, consistent with those mandated by the state, and locally meaningful to students, teachers, and parents.

High Expectations for All

One of the central objectives of statewide school reform is to ensure that high expectations are held for all students. Educational experts and parents of minority children suggest that teachers exposed to low-achieving minority students year after year may come to expect less of them. Ferguson writes in The Black-White Test Score Gap (1998) that *"My bottom-line conclusion is that teachers' perceptions, expectations, and behaviors probably do help to sustain, and perhaps even to expand, the black-white test score gap."* He also stresses that more research in the area is needed.

Some of the youth in our focus groups told us just how low expectations of some local teachers and others can fall. *"I mean, I'm black and I'm female. They never expect anything of me. I can't tell you what that's like-having someone be so certain that you're stupid and not worth their time."*

In some sense, it is probably most important to maintain high expectations for those most at risk of not achieving them. A number of school-wide programs have demonstrated that achievement levels can be increased with these children when expectations are high.

In its strategic plan, Portland Public School District formalized its commitment to maintain high expectations for all. One of its Action Teams will be making recommendations to eliminate the achievement gap by race and social class. Meeting this goal will require radical changes, and the community will need to support the District in its efforts to make them.

Selected Proven Models That Work

The following model programs have been identified through national research as effective programs for setting high expectations that translate into higher achievement, particularly for minority and at-risk students.

Accelerated Schools — Developed in 1986 by Henry Levin at Stanford University, the Accelerated Schools model was developed to bring at-risk students to grade level by 6th grade. The school governance structure empowers staff and parents, and teachers use enriched instructional techniques usually reserved for "gifted and talented" students. Within this model the school and its community partners forge a vision around ambitious expectations for all.

Basic School — Developed in 1992 by Ernest Boyer with the Carnegie Foundation, this model draws on four basic principles for effective elementary schools. First, the school is viewed as a community with a vision shared by teachers and parents. Second, instruction must be closely aligned with measurable achievement goals, and developing basic literacy skills is a priority. Third, the Basic School serves the whole child, and often includes on-site health and social services. Fourth, the ethical and moral dimensions of the child are emphasized through a curriculum that teaches seven core virtues. Portland's Kelly Elementary was one of the first Basic Schools in the national network, which now includes 150.

Direct Instruction — Direct Instruction was developed in the 1960s by Siegfried Engelmann, who is now at the University of Oregon. The primary goal of the program is to increase achievement through carefully focused instruction. Teachers use intense, efficient lessons which begin with basics and move to application of skills in more complex situations. Direct Instruction was originally developed for reading and math, and it has been expanded to include science and handwriting. The research support for the merits of this approach is very strong.

High Schools that Work — This model was developed in 1987 by the Southern Regional Education Board and now has over 1,000 sites. High Schools that Work provide a set of strategies designed to raise the academic achievement of career-bound students by combining enhanced college preparatory classes with vocational studies. High school students choose a major which unites an emphasis on academics with career-based learning. Schools connect with the business community and regularly assess test scores.

School Development Program (SDP) — SDP was developed in 1968 by child psychologist James Comer of Yale University. It is being used primarily in elementary schools. The main features of the program are: working teams of parents, school staff, and students; comprehensive planning and monitoring outcomes; and decision-making through consensus and collaboration. SDP does not have a prescribed curriculum.

Success for All (SFA) — Developed in 1987 by Robert Slavin and a team from Johns Hopkins University, SFA has demonstrated impressive results. The program prescribes specific curricula and instructional strategies for teaching reading to at-risk elementary students. Students are grouped according to reading level for one 90-minute reading period each day. Parental involvement is a key element. Spanish versions of SFA have also been developed and implemented with Latino students. A number of local schools are using Success for All.

Identifying Model Programs

The Northwest Regional Educational Laboratory has developed a *Catalogue of School Reform Models* with the assistance of the Education Commission of the States. Criteria for selecting models included evidence of effectiveness in improving achievement, extent of replication, level of implementation assistance, and comprehensiveness. Another nationally authoritative source on proven models is *An Educators Guide to Schoolwide Reform,* published jointly by the American Association of School Administrators, the American Federation of Teachers, and the National Education Association. This guide rates 24 school-wide models based on their demonstrated impact on achievement. We highlight six model programs with the strongest ratings from these two sources.

Higher Expectations for Youth-serving Agencies

Oregon's school reform sets high standards and new mechanisms of accountability for students, teachers, schools, and school districts. There is no similar system of accountability for the myriad of youth-serving agencies outlined in Chapter 6. While most of these are publicly funded, we had difficulty getting many of them to clarify the outcomes that their programs are designed to impact. Many were unable to document that they track youth outcomes. Very few had ever been externally evaluated. Similarly, the agencies that fund them, including local government and philanthropic organizations, have not sufficiently invested in tracking systems and training around outcomes.

Need to Clarify Civic and Moral Expectations

Because our vision of youth success is broad, it is important to examine the expectations we hold beyond academics.

Child psychologist William Damon argues in his book, *Greater Expectations* (1995), that today's children and youth are presented with little civic and moral guidance. In Damon's view, many are "demoralized" both in the classic sense and the sense of lacking ambition, purpose, and commitment. He points to developments in the home, at school, and in neighborhoods and community that contribute to the problem.

Damon believes that our modern misconceptions of the nature of childhood began as valid insights and legitimate concerns for children's welfare. Over the last few decades, however, child-rearing tenets have been taken to an extreme. Contemporary child-rearing literature promotes parenting practices that are overly child-centered and materially indulgent, but fail to provide children with the basic moral and developmental guidance that comes from setting limits and recognizing children's natural competencies and need for challenging activities.

Other developments have reduced the capacity of public teachers and schools to help promote basic civic and ethical expectations for youth. These include the increasingly impersonal, legalistic, and bureaucratic nature of our public schools. Damon relies extensively on the work of Howard Gardner, who sees the moral and ethical authority of the teacher at the heart of their ability to teach and reach children academically.

Local school districts promote character development, but few have invested in district-wide campaigns. As a result of its "Integrated Thematic Instruction" training for all Parkrose elementary teachers, many are reinforcing a set of civic life skills and "Life Long Standards to Live By" in their classrooms. Both the Centennial and Gresham-Barlow districts promote similar values in their elementary schools.

Self Enhancement Incorporated (SEI), which works with youth in Northeast Portland, has sought to reclaim moral grounding for its participants through adoption of *The SEI Standards.* These standards are founded on the principles of integrity and respect:

Integrity exemplifies truthfulness, modesty, and trustworthiness.

Respect exemplifies courtesy, honor, and reverence.

1. *In SEI we greet each other every day with a smile and a handshake to strengthen the relationship between us.*
2. *In SEI we honor and respect each other, and so we address one another with proper language and speech.*

3. *In SEI we value the space of others and ourselves and are careful not to intrude or injure each other.*
4. *In SEI we are mindful of what is true, and strive to be honest in word and deed.*
5. *In SEI we treasure our rich culture and we hold the cultures of all people in high regard.*
6. *In SEI we strive to reflect our beauty both inwardly, in our understanding, and outwardly, in our appearance.*

At SEI, all of the children learn each of the standards and they appear on the wall of every classroom. They are actively used by staff with youth who behave contrary to the standards.

At the level of community, there has been little public policy around guidance for character development of our youth. The adult public stakes out oppositional camps around so called "moral" issues that are indeed contentious—corporal punishment, separation of church and state, school prayer, and homosexuality. Other adults maintain a level of moral relativism within a comfort zone of what is "politically correct." In fact, there is widespread public consensus about the need for programs that communicate core community values to youth. A 1993 Gallup poll found that over 90% of American parents agree that public schools should teach the following core values: the Golden Rule, moral courage, caring, tolerance, democracy, and honesty.

A few local youth-serving programs and agencies, such as SEI, the Boy and Girl Scouts, and BridgeBuilders, strive to explicitly reinforce such basic values. But we need to find ways to reinforce character development more explicitly for all children, in our schools, other service systems for youth, our families, and neighborhoods.

Engaging Activities

Children learn from engaging, relevant, challenging activities in the home, at school, and in our community.

Importance of Early Engagement, Especially in Language and Literacy

In Chapter 2, we cited research on the extent to which experiences early in elementary school are highly predictive of later success. A number of studies have identified as the most critical variable the ability to read at grade level by the third grade. If children do not learn the basics of reading and writing, it becomes difficult for teachers to engage them effectively in the later grades.

Insuring that all students can read by the third grade will require stepped-up efforts on the part of families, schools, and community. Parents will need to take a more active role in supporting their children's early literacy experiences. Many of our child care and pre-school programs, particularly those for low-income children, do not address school readiness. Finally, school districts may need to reallocate staff and resources to grades K-3, particularly in schools with low-income and minority populations, to achieve this goal. Summer school, which is not presently offered locally for K-3, could be made mandatory for the 23% of our students who do not currently meet reading benchmarks in the 3rd grade.

Local school districts have scrambled to expand their ESL programs to meet the increased demand for these services. Our largest district, Portland, is still trying to comply with federal requirements monitored by the Office for Civil Rights. These problems revolve primarily around barriers to access. School districts in other places experiencing immigration have had to engage their communities about how to best address the language needs of new populations. Our school districts and our communities have not yet had a discussion about the merits of bilingual education. Such a discussion is needed if we are to effectively meet the needs of new non-english-speaking populations.

More Options for Engagement and Increased Relevancy

Research makes it clear that students learn best from interactive, relevant, and developmentally appropriate learning activities. Students have different learning styles, and what is engaging for one student may not be engaging for another. While most educators understand this well, the structure of our system of public schools as a "factory model" of education has changed little since the turn of the century. In such a system, students are treated as homogeneous products.

The fact that 45% of students surveyed in Multnomah County report that they usually feel bored at school suggests that our schools are not engaging enough students. While an analysis of classroom instruction was not included within the scope of this report, we would be remiss if we did not encourage local educators to find ways to engage more of their students.

Engaging After-School Activities

In the next chapter we detail after-school activities provided in the community. Over the last decade there has been an increase in the number of these programs, in part as a strategy for reducing juvenile crime.

Even with these increases, however, many youth may not be engaged in constructive activities after school. The 1997 Youth Asset Survey in Multnomah County found that 31% of our youth participate in clubs and organizations outside of school. Further, 38% participate in school clubs and organizations (other than sports) and 60% are involved in sports. About 45% are involved in music and the arts..

A significant number of our youth still need to be engaged by some form of activities after school. About 33% report that they spend at least 3 hours at home alone each day. Further, 38% spend three or more hours daily watching television. The Youth Asset survey found that students in alternative schools, many of whom are at higher risk, are much less likely to participate in after-school activities. Our systems need to ensure that sports, arts, and other youth programs are available to all students—and especially those who are at greatest risk.

Contribution

When students play a vital role in family activities, at their school, and in community service, they learn that they too are important.

Local youth are able to make contributions at home and in their neighborhoods. For example, the Commission's 1997 Asset Survey found that 80% of the youth help friends or neighbors at least one hour per week. About half (53%) reported that they help others without pay for at least an hour per week.

But we learned from the voices of local youth that they often feel powerless to influence the systems beyond their families that affect them. This is confirmed by the Asset survey which found that only 29% had the ***Youth as Resources Asset***. While most youth perceive that they are useful and important at home (70%), levels of perceived efficacy at school and in the community are much lower.

Many youth do not feel valued by the adults in our community. Only 23% had the ***Community Values Youth Asset***. Too many local youth do not feel adults in their communities value their input, or that they can make a difference.

Increased Roles for Youth in Families, Schools, and Community

Clearly there is a message here for those who run our schools and our community organizations, and local governments. Youth want to have a voice and we need to create places for them at the forums and tables where decisions are made. The Commission's Youth Advisory Board, which now acts in an advisory capacity to the City of Portland and Multnomah County, is an excellent model for how this can occur. The City Club of Portland has begun to create space at Friday Forums for students in order to engage them in the civic issues of the day. The Portland School Superintendent meets weekly with his "SuperSAC," a student advisory committee.

The most formal way we as adults impact community decisions is when we vote. Levels of voter registration and participation in elections among young adults are very low in our community. We estimate that 62% of the 18-24 year olds in Multnomah County are registered to vote, and only 15% voted in the November, 1998 elections. These estimates were derived from a regional study commissioned by X-PAC with the assistance of the Oregon Secretary of State's Office. Local rates are roughly consistent with estimates for young adults nationally. Because data on age has not consistently been available, we do not have trend data on local voting behavior of young adults.

The Secretary of State's office is working with high schools and colleges to increase voter registration rates. Under a 1998 federal law, colleges are required to distribute voter registration forms. XPAC is working locally to get young people more involved in the electoral process and would welcome community partners who work with young adults to make this a successful effort.

Younger students may build a sense of civic interest if they have a voice and opportunities to participate in decision-making about policy issues that affect their lives. By introducing young people to the civic process at an early age, by seeking their input on issues affecting their lives, we can combat the apathy and sense of powerlessness that may later deter them from voting as young adults.

Continuity

This is the last condition supporting youth success but it is one of the most critical at the systems level. Continuity requires communication among those who have supportive relationships with youth in the family, the schools, employers, and the youth-serving community organizations. It also requires more continuity in what we expect from youth at home, at school, and in our communities.

Local Collaborations Have the Potential to Increase Continuity

In the next chapter we profile a number of innovative new collaborations between local schools, parents, employers, and social service agencies. These efforts will be successful if they can effectively build more integration and continuity into our supports for youth across the domains of family, school, and community. Such efforts take time, and will require breaking down institutional barriers that historically have made it difficult to co-mingle funds, share in accountability for outcomes, and share information.

Improvements in information technology ought to be taken advantage of as a way to enhance communication between parents, teachers, and schools, and the many other professionals working in youth-serving agencies. Email and internet applications, particularly in our schools and youth-serving agencies will need to be upgraded. While confidentiality requirements in the law need to be honored, agencies also need to learn to "share" their data.

More Continuity Between Summer and School-year Programming

The summer months provide an excellent opportunity to provide enhanced services for children who need additional time to meet academic standards. While many of our school districts offer limited summer school programs, most school facilities are not used during the summer. Many of the school-based services, such as School-based Clinics and Portland Public School's Head Start programs, shut down during the summer months. Further, most available summer programming for youth, both within the schools and outside of them, has little linkage to the developmental and academic experience of the child during the school year. More extensive learning experiences during the summer are needed and more continuity between school year and summer programs.

CIM Should Be Consistent with Other Expectations

Students were loud and clear in the focus groups on the need to align the CIM with other standards for success. They are receiving very mixed messages about the real importance of the CIM. Bound by laws and regulation set by the state, schools continue to award credit for "seat time" and high school diplomas based on credits, without regard for meeting standards. Potential employers, community colleges, and universities continue to make recruitment decisions based on traditional measures, such as the diploma and SAT scores. If the CIM is to survive, we will need to incorporate it into our real reward systems for youth. This will mean that all of our school districts should follow the lead of the Reynolds District, and move toward incorporating CIM into graduation requirements. The State legislature and the Oregon Department of Education should consider phasing out traditional requirements, based on credits and "seat time."

Looking Beyond School to Work

In our discussions about increasing expectations and providing engaging activities, we explained that the Certificate of Advanced Mastery has not yet been developed. It is the CAM that was designed to create a system for insuring students have what they need to succeed in jobs and careers. Local school-to-work efforts (which are described in detail in Chapter 6) represent a modest attempt to create work-based learning experiences for a limited number of students. But there is no real infrastructure to make sure this will occur systemwide. As a result, during an unprecedented period of economic prosperity, poverty and unemployment among young adults remains high. Some local employers report that they are unable to find qualified young workers to meet their growing needs.

Coping with Mobility

When students move frequently between schools and districts, schools and other youth-serving agencies have difficulty providing continuity in the relationships, activities, and expectations for youth. Educational research has documented the negative impacts of student mobility on dropping out and on achievement. A study prepared by the Leaders Roundtable, *Student Mobility and Its Effects on Student Achievement,* summarized this research. Low-income families have the highest rates of mobility, and young, single mothers are the most likely to move frequently. The effects of mobility on student achievement are most negative for elementary students. Research on high school students is less consistent because some students benefit from school change during adolescence.

There are two ways to approach the challenges posed by high student mobility. One is to attempt to reduce mobility, by focusing on housing, transportation, and other policies to enable students to remain in place at a single school. The other approach is to reduce the impact of mobility by providing more supports to mobile students. The report to the Leaders Roundtable made recommendations for housing policy (leases on a school year basis) and for a media campaign to educate parents on the positive effects of maintaining their child in the same school. While some level of mobility may be inevitable, the report also recommended administrative changes for schools to reduce the impact of the disruption. These included more standardized curricula, year-round school, multi-age classrooms, and more flexible attendance and transportation policies. Finally, the report recommended that local districts institute electronic tracking across school districts. In our chapter on measurement, we recommend that the basis for such a tracking system would be the use of the social security number as a unique student identifier. The Leaders Roundtable is working to implement some of these recommendations.

Conclusion

This chapter has assessed the extent to which our families, schools, and communities provide the five conditions necessary for youth success.

In order to strengthen relationships, parents need to enhance communication with their children and increase school involvement. While reducing class and school size is not a panacea, smaller elementary classes and smaller high schools should be a priority for enhancing the student-teacher relationship through which learning occurs. Because of significant increases in their minority populations, schools also need to step up efforts to recruit and retain minority teachers, especially bilingual teachers. Local mentoring efforts show promise but need coordination if they are to match the supply of interested mentors with the many youth who could benefit from the attention of a caring adult.

Oregon's school reform has the potential to raise the bar of high academic expectations for all students, and restore public faith in our schools through increased accountability. While some local districts have worked to make the Certificate of Initial Mastery (CIM) a meaningful standard for their students, others are struggling to develop the operational systems and align instruction to support the CIM. Further, many parents and students are confused and apprehensive about the new standards. If CIM and CAM are to survive in Oregon, local districts and schools will need to continue their efforts to make them meaningful, provide teachers and students with the support they need to meet them, and educate the community more fully.

New academic standards and expectations must be applied to all students if we are to make headway on reducing the achievement gap that remains for our minority students. In order to ensure that the youth-serving programs and services outside schools support positive outcomes for youth, local government, community-based agencies, and philanthropic organizations need stronger mechanisms of accountability for results. Finally, our schools, families, and communities need to articulate and build the civic and moral values we want to instill in our youth.

Increased investment in early childhood education, and especially early language and literacy, are needed in order to engage all students in learning. While most districts have increased their average elementary reading achievement levels, more attention is needed to provide those with limited English proficiency with the language skills they need to engage. Throughout the K-12 system, students need more relevant and individualized instruction. More youth need to be engaged in after-school activities, particularly those at-risk.

While some efforts have been made to allow local youth to have a voice in the decisions that affect them, many still feel undervalued and unappreciated. This may play into the very low rates of voting among young adults.

Chapter 6 will profile the plethora of efforts to support youth success, most of which occur outside of schools. What needs work is building more continuity between these supports, through better communication and common expectations. We also need more continuity between school-year and summer programming for youth. As the world of work is changing, our academic expectations and activities for youth need to be consistent with what 21st century employers will require of them. This calls for increased school-to-work efforts, and development of the Certificate of Advanced Mastery. Student mobility poses challenges to continuity and needs to be addressed by schools and other youth-serving agencies. A number of innovative new collaborations between schools, parents, employers and social service organizations are attempting to strengthen the continuity in our supports for youth.

CHAPTER 5

Measuring What Matters

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Measuring What Matters

Our qualitative research found that both youth and adult stakeholders receive mixed messages about what really matters. Our schools and youth service systems are continuing to orient themselves to new performance-based measures that capture competencies underlying youth success. But most still focus primarily on more traditional measures, such as "seat time," that are increasingly less relevant.

In the chart below we identify a set of benchmarks that collectively cover the five competencies that underlie youth success. These were identified using several criteria. We sought to include measures that span family, school, and community. In order to be included, indicators had to have strong face validity and reliability. Finally, we sought to include measures that are policy-relevant, and demonstrated through research to be related to youth success.

Benchmarks of Educational Success

Competency	Benchmark	How measured?
Cognitive	% Meeting Certificate of Initial Mastery	Scoring and compiling systems not operational in all districts
	% Meeting Achievement Benchmarks esp. 3rd Grade Reading	Currently available
	% of 18-24 year olds with high school degree, or equivalent.	American Community Survey and Census
Health and Physical	Teen Pregnancy	Oregon Health Division
	Substance Abuse	Oregon Office of Alcohol and Drug Program or Asset Survey
Personal / Social	% with *Interpersonal Competency Asset*	Asset Survey (every five years)
	% with *Planning and Decision-making Asset*	Asset Survey (every five years)
Vocational	% Meeting Certificate of Advanced Mastery	Not currently developed
	Unemployment or poverty rate for young adults	American Community Survey
Citizenship	% of adults 18-24 who vote in general elections	Elections Division needs to begin tracking
	% of adults 18-24 who volunteer in the community	City-County Survey
Related to all	Parental involvement in education	Asset Survey (every five years)
Related to all	% of adults who mentor youth	City-County Survey

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Some of these, such as teen pregnancy, we measure regularly today. Others, such as voting by young adults and mentoring, will require the development of new measurement systems.

Dropout Rate Excluded Because Measurement Is Problematic

The dropout rate is not included in our list of proposed benchmarks. Despite the public attention it draws, the dropout rate as it is currently calculated is fraught with a number of measurement biases, most of which work to push the official rate above true levels. These are outlined below:

a) The numerator includes all students who drop out over the course of the year. The denominator includes only those enrolled at the beginning of the year.

b) The Oregon Department of Education began including alternative schools (which have much higher dropout rates) in calculation of the dropout rates in 1995. This change makes it difficult to assess dropout trends, particularly in districts like Portland which have seen significant increases in the student population enrolled in alternative schools.

c) School personnel are often unaware of the subsequent status of students who leave their districts. Because there is not a common identifier, such as a social security number, it is very difficult to track students across districts. Although mobility is strongly correlated with dropping out, many students who leave school may be counted as dropouts because their subsequent school status cannot be determined.

d) Up until 1998-99 the Oregon Department of Education counted students who received GEDs as dropouts. This is the one factor that reduces rates compared to the rates reported for previous years.

e) It is difficult to avoid double-counting students who are reported more than once as dropouts by different districts.

In addition to measurement biases, dropping out is not a terminal outcome for many students. In Chapter 2 we cited research reporting that the majority of our local dropouts continue with their education and most are gainfully employed. Despite these problems with the dropout rate, the media has assisted in alarming both policy makers and the community at large based on reported increases.

The educational attainment level of persons 18-24 provides a much better benchmark of school completion than the dropout rate for several reasons. First, educational attainment can be more reliably measured. Because it measures the educational status of the population at a given point in time, it is not subject to the measurement problems associated with measuring dropout events as they are occurring during a dynamic process. Measuring educational attainment for 18-24 year olds also recognizes that young adults pursue their education though varied paths, that the GED may be a legitimate alternative to a diploma for many, and that completion of its requirements may take longer for some.

Ongoing Need for Youth Asset Survey

The Commission's first Youth Asset Survey (1997) provides our community with a rich source of baseline data on the strengths and weaknesses of our community's support for our young people. Three of the benchmarks proposed in our table above could only be measured through the Youth Asset Survey. These include measures of the personal and social competencies of youth, and parental involvement in education. Not only does the asset data provide us with important community-level benchmark data, the sample is sufficiently large to provide schools and agencies working with particular sub-populations with meaningful data on the youth they serve. It also provides a rich database for the academics and graduate students interested in research on youth.

The Commission is currently planning to work with the local school districts to administer the survey again in the fall of 2002, and every five years thereafter. This schedule is prudent, given the expense and logistics associated with its administration.

Some Benchmarks Will require New Measurement

Some of the benchmarks we propose may require new systems for measurement. Probably the most important of these is the Certificate of Advanced Mastery, which when developed, will provide a mechanism for insuring that educational activities in our high schools provide the learning experiences that students need to transition effectively to the world of work. We recommend that the state Department of Education move quickly to develop the CAM, and that the business community be actively involved in its development and implementation. In the meantime, an interim measure should be developed to gauge progress in implementing school-to-work activities more systematically throughout the County. The newly convened Youth Council should be charged with developing such a measure.

The Progress Board will need to consider the best benchmark to use to capture the economic well being of young adults (18-24). While such a measure would be impacted by general economic fluctuations, it provides the best gauge of whether our schools are adequately preparing their graduates to succeed economically. The state Employment Division does not have a mechanism for estimating unemployment within a narrow age range and at the County level. The American Community Survey would provide an alternative source of data on unemployment, and also poverty rates for young adults (18-24).

With limited exceptions, the County Elections Division maintains age data on those who register with them and vote. To-date, the agency has not regularly analyzed and reported on voting participation by age. We recommend that they begin doing so with the 2000 general election.

There is not currently a good mechanism for measuring the level of adult involvement with youth as mentors. We recommend that the City-County Citizen Survey, administered by the City of Portland Auditor's Office, add a question to measure this.

Integration of Services Requires a Unique Student Identifier

Because of the multitude of schools, agencies, and programs that work with local youth, there is a real need for the adoption of a unique student identifier to allow them to share records and track students across services and systems. The social security number is the best identifier for this purpose because it is most universally collected.

As illustrated below, the school districts currently have social security numbers stored on their automated information systems for about 70% of their students:

School District	Percentage of Students with Social Security Numbers Reported 1999-00
Centennial	74%
Corbett	66%
David-Douglas	75%
Gresham-Barlow	68%
Parkrose	74%
Portland	72%
Reynolds	68%
Riverdale	Not available

Source: Multnomah ESD and Portland Public Schools.

Beyond schools, many of the youth-serving county agencies, including the Departments of Health and Community Justice, have begun to collect social security numbers for many of the clients they serve. For those that establish eligibility for services based on economic criteria, the social security number is collected in the screening process. Federal law precludes schools from compelling parents to report social security numbers, but a simple consent form could be developed to comply with legal requirements.

CHAPTER 6

Inventory of Youth Services in Multnomah County

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In our review of youth services, we attempted to be as comprehensive as resources and time would permit. We apologize for any programs or efforts that might have been missed.

We present our service data in two ways, in both narrative and tabular formats. Basic information on program costs and youth served is included in service tables (See Appendix A). These were developed for the reader who wants a quick overview of what is available in a given service area. Programs within a service area are sorted alphabetically by agency. The narrative in this chapter provides more detail on program history and an assessment of operations. Specific strategies for improvement based on these program assessments are included in the final chapter.

We included service and cost data for the most current annual period available. While some agencies have service boundaries extending beyond Multnomah County, we attempted to capture service and budget data corresponding to school-aged youth in Multnomah County only. We caution the reader that program costs are not always additive across categories or agencies because many agencies subcontract with others. Our calculations of total costs, however, were estimated by netting out redundant expenditures.

What Was Not Included

Several broad groups of services were defined as outside the scope of our project. Early on, the Progress Board and the Commission on Children, Families and Community determined that the report would focus on community initiatives geared toward children's educational success, efforts outside of the curriculum and instruction that goes on within our educational institutions and during the school day. We included English as a Second Language, as well as alternative and remedial education programs (Title 1), because of their importance to increasing educational outcomes for at-risk youth. Because the Commission on Children, Families and Community had initiated another report on youth safety, we have not included juvenile justice and child protective services. Because they do not relate directly to educational success, we also excluded health care, foster care, and child care. The Progress Board's *Readiness to Learn* report (1998) makes clear that early childhood efforts have a critical impact on later educational success of school-aged youth. We have not included those programs and services here, because they are inventoried in that report.

Most Services Target At-Risk Youth with Particular Deficits

We had planned to array the youth services around the five conditions necessary for youth success, but this approach was not feasible. Despite the commitment of many of those working with youth to transform the youth service system into one which fosters resilience and works to bolster the conditions which support youth success, the current system continues to be structured around the deficiencies of particular groups of youth, who for a variety of reasons, are deemed to be at-risk. So our inventory is classified around the service areas below:

Youth Service Areas

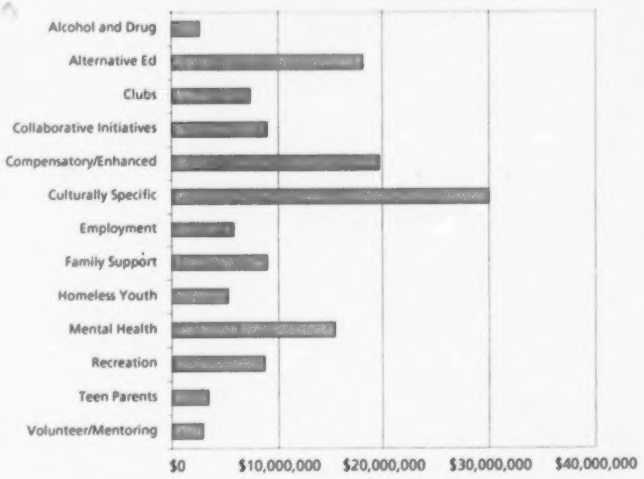
Service Area	Page
1. Alcohol and Drug	75
2. Alternative Education	76
3. Collaborative Initiatives	79
4. Compensatory/Enhanced	85
5. Culturally Specific	89
6. Employment/School-to-Work	95
7. Faith-Based	101
8. Family Support	102
9. Homeless Youth	106
10. Mental Health	109
11. Pregnant Teens	111
12. Recreation	112
13. Volunteer/Mentoring	114
14. Youth Development Clubs	119

Classification of individual programs into categories was sometimes difficult. We recognize that many programs might appropriately be placed in several categories.

Community Spends Over $130 million on Youth Annually

When we put all the pieces together, it becomes clear that there is an incredible amount of effort and a considerable level of public and private investment devoted to youth in our community. We estimate conservatively that the community spends over $130 million annually on youth services. This investment is over and above the basic cost of K-12 public education in Multnomah County—close to $1 billion. The chart below breaks down the fiscal investment in youth by service area.

Annual Cost of Youth Services in Multnomah County



The largest service area in terms of annual cost is Culturally Specific services for minority youth. The most expensive program in this category is English as a Second language. The smallest service areas in terms of cost are mentoring programs, and alcohol and drug treatment and prevention.

Funding Streams Fragment Services

As you review the rest of the chapter, it becomes quickly apparent that we do not have much of a "system." Over the course of the project, we interviewed several hundred youth service providers, state and local government program managers, and numerous youth advocates and policy analysts. While many had a good understanding of some part of the "system," no one was really able to describe the full scope of supports for school-aged youth. What we discovered is hundreds of different youth programs supported by chaotic funding streams and varying program expectations.

On the public side we have federal dollars from the U.S. Departments of Education, Housing and Urban Development, Labor, and the Heath Care Financing. Some federal funds come directly to the city or county, but most are passed through one of several different departments at the state level: the Oregon Department of Education, Department of Corrections, Office of Medical Assistance, and several different divisions of the Department of Human Services. A significant revenue stream comes through the Oregon Commission on Children and Families to the local Commission. The County administers and contracts for youth services through the libraries, as well as its Departments of Community Justice, Health, and Community and Family Services. School revenues come through the Oregon Department of Education to eight school districts and the Multnomah ESD. Local philanthropic organizations, including United Way, Meyer Memorial, and the Oregon Community Foundation help support many of the same community-based organizations that the City of Portland and Multnomah County contract with. At the ground level, we identified over 75 non-profit agencies providing services to school-aged youth. The primary funding entities are identified below:

CCFC of Multnomah County

The Commission on Children, Families and Community of Multnomah County acts as a pass through entity for a variety of state and federal funds to the County's Department of Community and Family Services. This Department then contracts for services with numerous community-based agencies. The Commission's annual "pass-through" for services to school-aged youth is about $1.5 million. The Commission leaves it to the Department of Community and Family Services to monitor and report on the outcomes associated with these contracted services. The Commission also funds initiatives such as *Take the Time*, a community mobilization campaign to increase youth assets.

Multnomah County

Next to the public school districts, Multnomah County is the largest single funder of services to school-aged youth.

In 1997, the Board of County Commissioners committed to align services around three long-term benchmarks:
- Reducing Child Poverty
- Increasing High School Completion, and
- Reducing Juvenile Crime

An analysis of county expenditures in FY98-99 found that Multnomah County spends $96 million annually on programs with the potential to increase school completion. Although some investments can impact multiple benchmarks, the County spends $464 million on the other two benchmark goals.

The County's youth services are administered through four different departments: the School-based Health Clinics through the Health Department, the Libraries, the School Attendance Initiative through the Department of Community Justice, and a smattering of other youth services through the

Department of Community and Family Services. The first three departments provide services directly, which means that county employees provide them. The Department of Community and Family Services provides some services directly, such as the Touchstone program, but contracts with community-based agencies for most services. The County does not have a mechanism for coordinating services across these departments or for easy sharing of information across programs that may be providing services to many of the same youth.

City of Portland

The City of Portland contributes to youth largely through the after-school programs provided through the Parks Bureau. In addition, Portland has provided direct financial support of almost $37 million to local schools since 1994/95.

United Way

United Way of the Columbia-Willamette invests about $4.4 million annually in services for school-aged youth in Multnomah County. It contracts with many of the agencies that also receive funds from Multnomah County's Department of Community and Family Services. In 1999, United Way launched a new "Success by Six" initiative. The goal of the project, which is regional in scope, is to increase the percentage of children who enter kindergarten "ready to learn" through strengthened parent education and early literacy efforts. Despite its considerable investment in these efforts, the local United Way does not have a system for monitoring and reporting on youth outcomes.

Oregon Community Foundation

The Oregon Community Foundation has two funding objectives guiding its discretionary grants to programs serving school-aged children and their families throughout Oregon: "Strengthening Families" and "Enhancing Educational Experiences." The Foundation invests approximately $300,000 in programs serving youth in Multnomah County. The Foundation does not have a system in place to track or report on the number of children served with these funds, or the outcomes accomplished.

The Community Foundation will launch its Oregon! Ready to Learn Initiative in 2000. The three-year initiative will provide $1.25 million in grants to programs using best practices to enhance language and literacy development, parent education and awareness, and training for child care providers.

Meyer Memorial Trust

During 1998-99 the Meyer Memorial Trust granted a total of $2.2 million to youth-serving programs supporting K-12 education in Multnomah County. Additionally, the Support for Teacher Initiatives program provides grants of up to $7,000 to K-12 teachers for projects intended to stimulate more effective classroom learning. Last year teachers from 14 local schools were awarded a total of $49,000 through this program. Meyer Memorial also provided $1.5 million in funding to support new facilities and renovations at private and parochial schools in the County.

Like the other local philanthropic organizations, Meyer Memorial does not regularly report on the number of children served, or the outcomes achieved by the programs it funds.

School Districts and Multnomah ESD

Outside of primary instructional services, local school districts and the ESD provide financial support for a number of programs designed to meet the needs of at-risk students. We have included some of these in our assessments of alternative education and English as a Second Language programs.

Worksystems Inc.
Worksystems Inc. distributes about $1.5 million annually for youth employment programs. The bulk of the contracts are with alternative schools, and most services targeted to at-risk youth. The revenues supporting these programs are a mix of federal Department of Labor revenues, other federal Housing and Community Development revenues, and Portland general funds that are funneled through the City of Portland to WSI.

Youth Outcomes Not Systematically Tracked

While most of the agencies we contacted had basic systems to count the number of youth they served, very few were able to provide reliable data on what they had accomplished with them. One agency director, who runs a program with a budget over $1 million, seemed surprised when asked if they put out an annual report. Although Multnomah County has made an organizational commitment to measure outcomes, some of its departments have had difficulty getting contractors to accept this orientation. We have noted that the foundations that fund youth services fall short in tracking outcomes as well. And while outcome data for funders and policy makers is not readily available, many of the non-profit organizations that we spoke with feel burdened by the multiple layers of reporting requirements.

Very few of the programs we reviewed had been formally evaluated. Some had been evaluated as demonstration projects, but not since.

Planning Needed to Realign Services

There are a number of groups working in Multnomah County with some level of responsibility for planning, which we describe below. Thus far, none has yet risen to the challenge of critically examining and realigning the current patchwork of supports for youth around the conditions in our model. The Commission on Children, Families and Community of Multnomah County is probably the organization this challenge would fall to given the new state requirements under SB555.

Commission on Children, Families and Community of Multnomah County
The Commission on Children, Families and Community of Multnomah County is an appointed, volunteer group of over 30 advocates that serves in two distinct yet complementary roles.

As Multnomah County's Commission on Children and Families, the CCFC is charged with fostering overall community conditions that enable children and families to thrive; mobilizing the community's resources in support of children and families; developing policy and conducting comprehensive planning; and allocating approximately $4.5 million per year.

As the County's Community Action Board, the CCFC is also charged with reviewing and approving the policy of the County's programs that support people living in poverty; monitoring and evaluating poverty program effectiveness; and ensuring effective community involvement in the Community Action planning process.

The CCFC has adopted policy that directs its human and financial resources to improving both formal and informal systems of support for children and families. It does this by supporting primary and secondary research (such as this report), enhancing service coordination, expanding and enriching system capacity, upgrading technology, developing funding and other resources, and improving access to services and other supports.

Recent legislation (Senate Bill 555, signed into law by Governor Kitzhaber in September, 1999) enhances the Commission's planning responsibilities. It states that *"[t]he main purpose... of a local Commission on Children and Families [is] to develop policy and oversee the implementation of a local coordinated comprehensive plan. [T]he local commission shall develop and prepare a single local plan for coordinating programs, strategies and services for children who are 0 to 18 years of age and their families... The local plan shall be a comprehensive, area-wide service delivery plan for all services to be provided for children and families in the County.... The local plan shall be designed to achieve state and county... outcomes, including the Oregon Benchmarks, [and] based on state policies and guidelines."*

During 2000-2001 the CCFC will build on the strategic planning work it began in 1994, and updated in 1997. A few key goal areas will get primary consideration, including educational success; preventing the abuse of alcohol and other drugs, juvenile crime; and early childhood. The planning work requires partnership with the full community, and the CCFC welcomes the participation of any child and family advocate.

Leaders Roundtable

The Leaders Roundtable is a group of education, business, government, and community leaders who came together in 1983 around the goal of increasing high school completion rates in Multnomah County. The Roundtable established the Caring Community Initiative (discussed under Collaborative Initiatives) and was also involved in establishing some of the school-based Family Resource Centers, now administered by Multnomah County.

The Leaders Roundtable focuses broadly on system changes needed to increase the school completion rate, and works to provide the impetus for collaborative initiatives. Current areas of focus include student mobility and teacher shortages in the areas of ESL/bilingual, math, science, special education, and administration. In addition, the Roundtable has a strong emphasis on addressing the needs of limited English-speaking students, and implementation of school reform.

The Roundtable hosts biweekly meetings of service providers working with school-aged youth, known as "Group 3." There are 160 individuals and youth providers on the mailing list. The meetings are well attended, and frequently draw over 40 participants. Given the complexity of youth services in the County, this networking opportunity creates an important channel for communication.

Portland Public Schools Foundation

The Portland Public Schools Foundation was established in 1995 in the wake of Measure 5, which reduced tax dollars available for Portland Public Schools and the State's ambitious new standards for school achievement. The Foundation's mission is "to ensure that Portland's public schools provide a first-rate education to every child, and remain the schools of choice for parents of school-aged children in the city." The Foundation has played a leadership role in efforts to stabilize school funding, and to raise money from local governments and citizens. It recognizes the efforts of exemplary teachers and administrators through its annual "Excellence in Education" awards. The Foundation also supports innovation through grants and projects. It awarded more than $760,000 during 1997-98.

The Foundation recently established the Principal Leadership Institute, in collaboration with the business community and school districts. Over the next several years, the Foundation has plans to build a new fund supporting arts and music education, and develop a citywide initiative to deepen parent involvement in children's educational success.

The Foundation has provided the funding and administrative support for the Portland Public Schools' five-year strategic planning process. The School Superintendent, the School Board, and the Foundation are committed to a process that engages the community, and is based on the best available research. A core team of community representatives was convened to develop a Mission Statement, Core Values and Strategic Objectives. Action Teams are now working to develop Action Plans to meet each of seven strategies. These plans will be presented to the School Board for approval sometime in the spring of 2000.

Most of the other school districts, including the Multnomah Education District, have foundations that provide similar support, including fund-raising.

Portland's City-Schools Agenda

Since June 1998, Portland's City Commissioners have worked with the superintendents of each of the local districts to develop a "City-Schools Agenda" with strategic goals in three areas: Early Childhood, Volunteer/Mentoring, and Youth Violence/After School activities. The last of these work groups played a critical role in development of the SUN school initiative. The School Superintendents met with the City Commissioners in early 2000 to report on their use of city revenues, and discuss the future funding of schools.

Central Portland Assessment and Benchmarks Committee

This group of city leaders came together last fall to develop an action plan for meeting a "25-Year Vision for Central Portland." That vision included the goal that Portland develop "America's Best Schools" as one of five interdependent goals for the central city. Based on a comprehensive analysis of current educational efforts, the group prioritized three necessary action steps:

1. *Galvanize the Central City Business Community to stabilize funding to support strategic objectives for Portland's school districts.*
2. *Every Central City business will contribute to the achievement of higher academic standards.*
3. *Local schools will adopt a culture of change to achieve academic standards.*

The committee also identified benchmarks that gauge progress toward meeting goals.

Youth Advisory Board

The Youth Advisory Board is made up of 32 students and is part of the Commission on Children, Families and Community of Multnomah County. It advises the Commission and other community-based agencies on issues that affect youth in Multnomah County. The Board has been involved with the *Take the Time* campaign, and speaking to youth and adults about how to getting youth involved in policy and decision-making. The Youth Advisory Board advises both the Portland City Council and Multnomah County Board of Commissioners on their youth-related work.

Youth Council

The local Youth Council is mandated by the Federal Workforce Investment Act, and is required to develop a Youth Plan for the Multnomah, Washington, and Tillamook County region. The Council is also charged with ensuring that regional youth employment and training services meet the ten basic elements outlined in the Federal Act. These elements are based on youth development principles, requiring support, guidance, challenge and opportunity. The Youth Council is composed of employers, educators, youth service providers, and young people and it is advisory to Worksystems Inc. The Council's priorities are to strengthen connections between employers and youth programs, and develop a more coordinated system of services. The Council has met seven times since it was first convened in June 1999.

Youth Services Consortium

The Consortium was established in the 1970s as a way for youth service agencies to do collaborative work. The Consortium currently provides training and technical assistance to youth agencies. Its annual budget is about $1 million. There are currently 50 member agencies that make up the Consortium. Each pays $200 in annual dues, in exchange for reduced fees for training and technical assistance. The Consortium staffs the Network for Pregnant and Parenting Teens, a network of service providers that meets monthly and hosts an annual conference. In addition, the County contracts with the Consortium to coordinate the activities of agencies in the Youth Investment Program. This program provides services to youth at risk of abuse and neglect not served by the State Office of Services to Children and Families (SCF). The Youth Services Consortium also operates a federally funded housing project for homeless pregnant and parenting teens. It is currently involved in two research projects: an evaluation of the *Take the Time* Collaboration Grants awarded by the Commission on Children and Families, and an evaluation of a national demonstration project designed to reduce substance abuse among pregnant teens. The Insights Teen Parent Program is one of 10 sites around the country involved in this "Choices" project.

The Consortium has identified a critical need in the current system: to provide non-profit agencies with training and technical assistance, particularly around automation and information-based management. Unfortunately, most of the Consortium's staff are dedicated to special grant-funded projects, and limited resources are available for building system infrastructure. Because it ties together many of the youth-serving agencies in the County, it could play a more active role in planning discussions about youth services at local government, foundation, and policy forums. Several directors of large non-profit agencies expressed the need to be more involved in these discussions.

1. Alcohol and Drug Treatment

The state Office of Alcohol and Drug Abuse Programs estimate that about 2,200 youth in Multnomah County abuse drugs or alcohol and need treatment. Based on data from the state's Client Process Monitoring System (CPMS), we estimate that about 900 unduplicated youth (under 18) were served in a publicly funded substance abuse program. These youth had just over 1,000 treatment episodes during the last fiscal year.

Alcohol and Drug Treatment Episodes and Outcomes
Multnomah County Youth (Under 18)
FY98-99

Type of Service	Treatment Episodes	Percentage Completing Treatment Successfully
Residential—Alcohol	52	58%
Residential—Drug	87	61%
Outpatient—Alcohol	122	24%
Outpatient—Drug	583	22%
Intensive Residential	125	41%
Other	37	57%
Total	1,006	33%

Source: Data from Client Process Monitoring System compiled by the Behavioral Health Division of the Multnomah County Dept. of Community and Family Services. Estimates include those served under the Oregon Health Plan and in the County's contracted slots.

Multnomah County's Alcohol and Drug Implementation Plan for 1999-2001 includes recommendations from the Youth Treatment Work Group. In 1999, this Work Group assessed available substance abuse services for youth. They highlighted three gaps in the system and recommended that any new service dollars be targeted to fill them:

- Services for families of youth in treatment are limited.
- Ethnic minority populations are inadequately served through managed care.
- Need for expanded services for youth with co-existing substance abuse and mental health problems (dual diagnoses).

The County's Department of Community and Family Services and Department of Community Justice have been working together to develop strategies for addressing these gaps. DCFS has submitted a proposal for over one million additional dollars from the state Office of Alcohol and Drug Abuse Programs to support youth system enhancements, services for families with youth in treatment, and dedicated slots for Hispanic youth treatment. A Planning Workgroup recently reported to the Board of County Commissioners about plans to use one million new dollars from the Governor's Juvenile Crime package to support additional services for youth in the criminal justice system with dual diagnoses. They hope to find ways to leverage additional federal dollars with the new state funds.

Oregon Health Plan

Most of the publicly funded substance abuse treatment is provided through the Oregon Health Plan as part of the managed care system for physical health. Several HMOs contract with the state to care for youth in Multnomah County enrolled on the Oregon Health Plan. These organizations subcontract with a number of community-based agencies that provide substance abuse treatment for their enrollees.

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The Behavioral Health Division of Multnomah County's Department of Community and Family Services also contracts with many of the same community-based agencies for 140 treatment slots for youth who are not on the Oregon Health Plan, or do not have private insurance covering substance abuse treatment. These agencies include: the Center for Mental Health, DePaul Treatment Services, Network Behavioral Health Care, Trillium Valley Services, and the Morrison Center. The State Office of Alcohol and Drug Abuse Programs provides most of the funding for these treatment contracts, with the County picking up the balance. Of the 140 treatment slots for youth in Multnomah County, 123 are outpatient and 17 are intensive residential (Community Intensive Residential Treatment. About 30 treatment slots are dedicated slots for African-American youth. Six slots are dedicated to Asian youth.

Multnomah County was recently awarded a grant from the Federal Center for Substance Abuse Treatment. This "*Targeted Enhancement*" grant will provide $750,000 per year for each of the next three years. The grant will focus on better case management of youth with dual-diagnoses of both substance abuse and mental health problems.

Oregon Partnership

Oregon Partnership is a non-profit organization that provides substance abuse prevention, education, and treatment referral services. The Partnership operates a statewide 24-hour Help Line for parents and youth seeking information or treatment referrals. Between 4 and 6 p.m., the line becomes the "Youthline" and is staffed by youth volunteers. The Partnership also operates a resource center and website.

Portland Public Schools

A number of programs for students with substance abuse problems are offered though the Portland Public Schools' Prevention Program. These programs are supported primarily through federal grants, and serve a limited number of students. *Insights* provides six hour classes on substance abuse for students and parents following a drug or violence-related disciplinary action. The *After-School Discovery Program* is a six-week program for students at risk of expulsion for violating drug and alcohol policies. *Lodestar* is a twelve-hour strengths-based program to assist families involved in substance abuse and other issues. In addition to district programs, Portland schools also refer about 300 students and their families to community-based treatment agencies for assessment of substance abuse problems.

Although we have classified the Touchstone program as a family support program, it was originally designed by Portland Public Schools as a program for students with substance abusing families.

2. Alternative Education

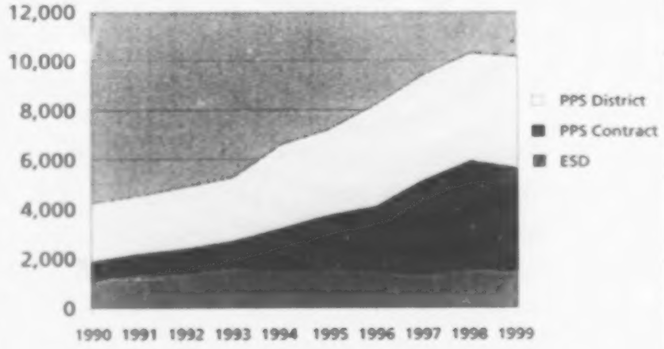
Alternative Education programs provide educational opportunities for students who are not succeeding in public education and for students whose needs are better served in non-traditional settings. The Multnomah Education Service District (MESD) runs a number of alternative schools that serve special populations, including incarcerated youth and teen parents. The MESD also operates an alternative school for students not thriving in school districts outside Portland. Portland Public Schools provide a number of alternative school settings within the district, known as "schools within a school." Most of the other districts also operate alternative school programs. Portland also contracts with about 20 non-profit agencies in the community to provide alternative education. Through its

School Attendance Initiative, Multnomah County supports Portland Public School's *Transitional Classrooms*, which serve to transition students who have been out of school for some time back into mainstream classrooms.

Over the last 10 years, the number of students served in alternative school settings has increased dramatically, by over 250%. These increases have been driven largely by growth in Portland Public School's Alternative School Program.

During the 1998-99 school year, an estimated 23% of the middle and high school-aged students in Multnomah County were enrolled in alternative school settings. In spite of these increases, and the considerable investment, there has been very little systematic examination of the outcomes of these programs. The MESD and several of the local school districts included alternative school students in assessment for the Certificate of Initial Mastery. Over the last year Portland Public Schools contracted with the Northwest Regional Educational Lab to develop stronger outcome-based performance contracts for use with the community-based agencies that provide alternative education. These performance-based contracts should provide the district with more accountability for academic outcomes. The Portland District has had less internal accountability over its own alternative education programs, in part because enrollment in these programs was not tracked in the district's student database. In the 2000-2001 school year, students in the district-run alternative programs will be tracked and attendance, retention, and achievement outcomes monitored by the Alternative Education Office.

Growth in Alternative School Enrollments



Source: Portland Public School Office of Alternative Education and Multnomah Education Service District. Graph does not include students enrolled in District-operated programs other than PPS, as trend data was not available.

Multnomah Education Service District

The Multnomah ESD administers several alternative school programs supported by "resolution funding" from each of the local districts. Essentially, each year local districts buy a number of slots in ESD programs based on projected demand. The system was designed to provide services more cost-effectively than they could be provided to a limited number of students within smaller school districts.

The largest alternative program run by the MESD is the *Alpha High School*. Due to increased enrollments, this program moved into a new facility in Gresham in 1999. The program serves 173 students from all of the districts except Portland. In collaboration with Portland Public Schools and the County's Department of Community Justice, the MESD provides *Turnaround School*, a highly structured behavioral program for students at-risk of expulsion from other public schools. The MESD also operates the *Donald E. Long School*, which provides state-mandated educational services for incarcerated youth. MESD's *Helensview High School* is described more fully in our discussion of services for teen parents.

East County School Districts

All of the East County school districts also operate their own alternative school programs. These are described more fully in the tables in Appendix A.

Portland Public Schools Alternative Education Program

Portland Public Schools administers a large network of internal alternative school programs. Alternative school programs are available at all of the district's high schools, and at eight of the district's 17 middle schools. Many of these programs offer classes at night. The district's summer school programs are also administered as part of the alternative school program. During 1997-98, district-operated alternative programs served approximately 7,100 students (including summer school) at a total annual cost of $1.6 million. Although the budgets for the district-operated alternative school programs are administered through its Alternative Education Office, the programs are largely controlled by building principals.

The district also spends an additional $6.6 million on contracts with 20 community-based agencies which provide alternative education for about 4,300 students. The details on the 1998-99 programs are included in Appendix A. Many of these agencies are also financially supported through additional contracts with Multnomah County and other organizations.

Transitional Classrooms

Multnomah County provides the funding for transitional classrooms at each of the high schools in the Portland District. The program was established in 1998-99 as a response to increased high school enrollments attributed to the success of the School Attendance Initiative. In some high schools, the funds were used to support self-contained transitional classrooms for students returning to school after periods of absence. Other schools used the funds to expand school-within-a-school alternative programs.

While school staff view these classrooms as successful, there has not been an evaluation of their impact on student outcomes. A District Report to the Board of County Commissioners highlighted one important programmatic innovation they have fostered. As a result of the program, some high schools have begun awarding smaller increments of high school credit for students who are not able to complete a full year of coursework. The report also found that increased enrollments in transitional classrooms has brought the district an additional $1.3 million annually in state school support by increasing attendance. The County has decided not to continue funding the Transitional Classrooms beyond the 1999-2000 school year.

Charter Schools Provide New Option for Alternative Education

The 1999 Legislature provided new statutory authority for the development of charter schools in Oregon. The law went into effect in September,1999 and makes Oregon the 36th state to authorize charter schools. Under Oregon's Public Charter School legislation, new schools and existing alternative education programs can apply to local school boards for sponsorship. The law mandates that 50% of the teachers in charter schools be certified teachers registered with the Teachers Standards and Practices Commission. Charter schools are required to administer all state assessments, including the Certificate of Initial Mastery.

The Portland Public School Board recently approved a proposal from McCoy Academy, an alternative school the district has contracted with in the past. The district had cancelled its contract with McCoy for 1999-2000 because of financial problems. Mt. Hood Community College and the Gresham-Barlow, Centennial, and Reynolds districts are in the planning phase for a charter. These groups would like to open a Learning Center where high school students could take advanced courses in information technology, health, and medicine. Despite these efforts, districts in the County have been slow to actively promote charter schools. While charter schools are by no means a panacea, national research suggests they are worth exploring.

3. Collaborative Initiatives

Multnomah County is recognized nationally for its collaborative work, and there are a number of youth-oriented efforts to include in this section. They include the Caring Communities Initiative, the *Take the Time* campaign, the School Attendance Initiative, School-based Health Clinics, and the new SUN (Schools Uniting Neighborhoods) Initiative. While many of the programs classified elsewhere in our inventory may have collaborative elements, what distinguishes these is that they are countywide and collaborative by design. All strive to have a positive impact on educational outcomes for youth by providing more integrated supports for youth with enhanced continuity between the domains of family, school, and community. All have put in place mechanisms for evaluation of their impacts.

Caring Community Initiative

The Caring Community Initiative was started by the Leaders Roundtable in 1991 as the primary mechanism for meeting their ambitious goal of 100% high school completion. Caring Communities are, *"community-based teams working within a specific geographic area (usually defined by school boundaries) whose objective is to engage families, schools, youth, human service and community agencies, governments, businesses, and other community support organizations in actions that lead to collaborative, interactive service delivery for individuals, children, and families."*

Caring Communities were originally convened in four geographic parts of Multnomah County and around high school catchment areas. The initiative has grown since its inception, and with the recent addition of Franklin in 1999, there are currently nine Caring Communities:

East County Caring Community
Outer SE Caring Community (formerly Marshall)
Caring Community of North Portland (formerly Roosevelt)
Jefferson Caring Community
Mid-County Caring Community
West District Caring Community
Inner-Southeast Caring Community (formerly Cleveland)
Grant Madison Caring Community
Franklin Caring Community

Each Caring Community is staffed by a coordinator who regularly convenes local residents and service providers working with youth and families. Although each Caring Community shares the broad goals of community building, service integration, and high school completion, the specific efforts of each are locally driven, and thus varied. Several Caring Communities have longstanding Action Teams which have implemented successful projects including collaborative health screenings and violence prevention. Several of the Caring Communities conduct Back-to-School activities at their schools in the fall. Some provide summer programming for school-aged children.

Multnomah County provides primary funding to support each of the Caring Communities. Limited additional support is provided by the Oregon Department of Human Resources, school districts (which also provide space and in-kind contributions), the Cities of Gresham and Portland, and others.

The Caring Community Initiative was recently evaluated by the Northwest Professional Consortium (NPC) through a contract with Multnomah County and the Leaders Roundtable. The evaluation found that Caring Communities have successfully engaged community partners, particularly schools, social service agencies, and government organizations. Additional efforts are needed to engage parents, housing and transportation providers, and a broader spectrum of community residents. While group leadership and commitment is generally strong, Caring Communities need increased visibility and enhanced capacity to sustain ongoing efforts. While the strength of this effort has been its local and community-based work, there is very little administrative and management support for the coordinators. The evaluation also found that Caring Communities have improved coordination and collaboration between service providers, but policy-level integration has been limited.

The evaluation did not assess the extent to which the Caring Community Initiative has impacted the high school completion rate, but suggested the need to establish a smaller set of initiative-wide goals within which individual Caring Communities can be held more accountable for their activities.

The Leaders Roundtable has convened a Working Group to develop concrete action steps to implement recommendations of the NPC evaluation. The Roundtable has determined that it does not wish to play the administrative role needed to support the Caring Communities in the future. As a result, Caring Communities will need an organization that can provide them with operational, administrative, and technical support. Because of their involvement with SUN schools, and because of their connections to local youth service providers, it would make sense to find a way to integrate the Caring Communities and the SUN Initiative, particularly if SUN is taken to scale countywide.

Take the Time

The Commission on Children, Family and Community (CCFC) launched this initiative in 1998. *Take the Time* is a community mobilization campaign to build the developmental assets needed by youth to succeed. The campaign began with a survey of over 9,000 students from schools throughout Multnomah County. The survey found that many students lack the support they need from adults. Many feel unwanted and unneeded by our community and do not have positive role models in their lives. On average, young people in Multnomah County have only 19 of the 40 assets in their lives. Research indicates that young people with 30 or more assets are far more likely to succeed.

Take the Time works closely with the media to educate the public about asset building and hosts a speakers bureau. In addition to its public education work, the Commission has developed two grant programs to foster asset development in the community: *Take the Time* mini-grants and collaboration grants.

Over the last two years, the Commission has awarded $125,000 to support over 200 grassroots projects to promote developmental assets in school-aged youth. These "mini-grants" of up to $500 help to support a range of small projects. Examples include a child-supported community garden with produce donated to the homeless; a parent operated before-school tutoring center at a local elementary school, and a cooking program for Hispanic youth. During the 1998-99 school year, 38 middle schools were awarded $1,000 each to promote developmental assets.

The Commission has also made three multi-year "collaboration grants" of $25,000 each to the Faith in Youth project, the Jefferson High School Youth Development Initiative, and the

Arleta Elementary Community Connections project. The purpose of the collaboration grants is to build assets intensively in a small community. CCFC has contracted with the Youth Services Consortium to assist the collaboration teams in evaluating their individual projects.

School Attendance Initiative (SAI)

The goal of Multnomah County's School Attendance Initiative (SAI) is to increase school completion by increasing school attendance. Partners in the project include the County's Department of Community Justice, school districts and the Multnomah Education Service District, Volunteers of America and several community-based agencies. Staff at six geographically based teams make home visits to families of students with poor attendance records (those with three absences over a 15 day period). High-need families are referred to community-based agencies. These teams work with students in most public schools in the County, targeting students from kindergarten to 9th grade.

The School Attendance Initiative began as a federally funded crime prevention project in the Marshall and Roosevelt school clusters. Evaluation of the demonstration project found that the program increased attendance rates by 8%. Based on the reported success, the program was "taken to scale" and made countywide early in the 1998-99 school year.

SAI is funded by Multnomah County and administered by its Department of Community Justice. School principals generally make referrals, and clerical staff employed by the schools and the ESD are responsible for attendance tracking. SAI works with the school districts through the Portland Public Schools and the MESD Alternative Education Departments. Most of the teams include case managers, outreach specialists, and juvenile counseling assistants. While the core service is knocking on doors of families with children not attending school and making referrals to needed services, the attendance workers also have flexible funds which can be used to purchase items that will help students attend school, such as alarm clocks, bus passes, and lice treatment. The County contracts for case management for families with multiple and complex needs through Volunteers of America. VOA then subcontracts with the County's network of Family Centers, and other agencies serving particular ethnic communities:

North Portland Youth and Family Center
Urban League (SEI Inc.)
Portland Impact
Family Works
Eastwind Family Center
Westside Family Center
OCHA, IRCO, and the Native American Youth Association.

Given the complexity of the collaborative relationships that support this initiative, "going to scale" countywide was an ambitious undertaking. Because of challenges in implementation, a number of problems surfaced. Staff were hired quickly, received limited training, and were overwhelmed with the volume of referrals from the schools. Protocols had not been developed for prioritizing and managing referrals. As a result, it took staff an average of 18 days to respond to new referrals during the first year of operation. Portland Public Schools was not always able to provide program staff with attendance data on a timely basis. When school-related problems surfaced they were sometimes difficult to resolve, because the SAI's administrative link to schools is through alternative school departments. Alternative school managers do not always have the authority to resolve these district-level issues. Finally, the teams were not consistent in their responses, and communication problems surfaced between teams, and between attendance staff and school personnel.

During the 1998-99 school year almost 5,000 students were referred to the program and 3,472 received a home visit or phone call. About 253 families were referred to a community-based agency for ongoing case management. In spite of implementation problems, preliminary evaluation data indicates that during its first year the School Attendance Initiative had a positive effect on attendance. Average attendance increased from 73% in the 45 school days before the first successful intervention to 83% in the 45 school days after the intervention.

While these results are favorable, they were based on only the 1,300 students for whom complete attendance data was made available. Because truant students tend to be mobile, and because school districts do not use a common identifier (such as social security number) to track students, evaluation of such projects is difficult. It is critical that managers and program evaluators work with school districts to ensure that data needed for both program operation and evaluation is made available.

The preliminary evaluation did not examine the extent to which SAI has been effective in meeting the goal of increasing the overall attendance rate for students countywide. Future evaluation work on SAI should also explore the impact of the intervention on other measures of school success, such as achievement.

In its second year of operation, the SAI is taking some critical steps to shore up the program infrastructure. A management team has been assembled and has met several times during the fall. A "Core Team," which oversees operations, meets weekly, as do the leaders from each of the teams. The program has developed a manual of program policies and practices and has contracted with a consultant to develop a "Strength-based Case Management Model." The program is also working to strengthen their administrative and operational relationships with schools.

Because of its high visibility and early success, the School Attendance Initiative has attracted a number of add-on projects. Portland Public Schools has obtained funding through a "Safe Schools" grant to extend SAI to ten of its alternative schools. Funding for a new family support program at Whitaker Middle School (Families and Schools Together) has also been added to SAI. Several County Commissioners would like to see the program expanded to all high school students. While these programs and expansions may have merit, it would be prudent for SAI to develop a more stable management infrastructure before complicating its operations with additional programmatic responsibilities.

School-based Health Clinics

The Multnomah County Health Department began its network of school-based health clinics in 1987 as a collaboration between the County and Portland Public Schools. The goal of the clinics is to provide students on-site health care services, thereby improving school attendance and reducing the risk behaviors that contribute to teen pregnancy.

Health Clinics now operate in a total of 12 schools in the County (seven in high schools, four in middle schools, and one in an elementary school):

Lincoln Park Elementary
George Middle
Lane Middle
Portsmouth Middle
Whitaker Middle
Cleveland High
Grant High
Jefferson High
Madison High
Marshall High
Parkrose High
Roosevelt High

Additional health services are made available to students and their families at four Neighborhood Access Clinics, three of which are co-located with school clinics. Health services are available to families several evenings each week.

Most of the health clinics are located within the Portland School District, although there is one in Parkrose and one in the David Douglas District. The County plans to add a clinic at Binnsmead Middle School next year. There are also plans to begin providing substance abuse screening and treatment through the clinics.

The Health Department conducts a comprehensive annual program and outcome analysis of these services. In 1997-98 the clinics served 6,000 students, about 47% of the students enrolled at schools with school-based health clinics. About 48% of these students received reproductive health services, and the majority of sexually active students reported that they received contraceptive services at school-based clinics. About 16% of the students served received mental health services.

All school districts in Multnomah County receive school nursing services through the Multnomah ESD, and most schools have an on-site school nurse. The division of labor between the County health professionals and the school nurses varies by site. At a few schools, the school nurse is co-located with the clinic staff and services are well integrated. Under new leadership, the MESD and County Health Department are working in collaboration to ensure that health services are coordinated at the school level. These efforts should continue.

SUN Schools Uniting Neighborhoods)

The SUN Schools Initiative is the most recent broad-based collaborative effort in the County targeting educational success as its primary goal. This goal is to be achieved through academic and recreational programs offered after school, expanded social and health services available on-site, and strengthened parental and community involvement in schools. The local SUN School Initiative developed out of the County's community building efforts. It is modeled on the successful Beacon Schools model in New York, and similar community school models in Los Angeles and St. Louis.

The SUN School partners include seven school districts, Multnomah County, the cities of Portland and Gresham, the Multnomah Education Service District, Bank of America, United Way, the Leaders Roundtable, and the Oregon Department of Human Resources. A "Sponsor Group" with representatives from each of these partners sets policy and provides oversight.

The initiative began during the 1999-2000 school year with five demonstration sites involving eight elementary and middle schools. The site selection process was competitive. Caring Community coordinators were instrumental in developing the proposals. Ultimately, sites were selected based on a number of criteria, including physical facilities, community and parental involvement, and existing services and resources. In addition, Robert Gray and Harold Oliver Middle schools received more limited planning grants.

Given available resources and the number of sites, this funding will cover a coordinator and limited purchase of services. "Lead agencies" for each site will serve as fiscal agents for the project. The lead agencies will also hire "co-managers" for each site. Project management will be shared at each site by the school principal and the "co-manager."

Approximately 5% of the first year budget for SUN has been set aside to develop an evaluation plan for the Initiative. An impressive team of national and local researchers has been convened to design the evaluation framework and outcome measures. The Multnomah County Office of Budget and Quality will oversee the evaluation, but has contracted with an independent firm to conduct the research.

While the SUN Initiative is a new one, it builds on a number of existing collaborative youth services, most notably the Portland Parks Bureau's network of community schools, Caring Communities, Family Centers and Family Resource Centers, and the County's School-based Health Clinics. It is critical that the initiative be crafted carefully and strategically, and that existing services be realigned. This may mean eliminating, re-siting, or linking some existing services, as the network of SUN schools is built. The County Departments are in the process of analyzing existing services and making recommendations for such re-alignments. The City's Community School and Community Center programs should engage in the same discussion about realigning the services they provide to school-aged youth.

SUN School Demonstration Sites

School	Lead Agency	Funding
Buckman Elementary	Portland Impact	$67,500
Clear Creek Middle School	Metropolitan Family Service	$70,000
James John Elementary	Tualatin Valley Centers	$67,500
Lane Middle School	Metropolitan Family Service	$55,500
Kelly Elementary	Lutheran Family Service	$135,000
Rigler Elementary	Boys and Girls Aid Society	$55,500
Whitaker Middle School	Boys and Girls Aid Society	$132,000
Woodmere Elementary	Portland Impact	$55,000

While several members of the Sponsor Group have acknowledged this prerogative, they are already attempting to find additional dollars to expand the Initiative and take it quickly to scale. The Initiative sponsors are also pursuing support from local businesses and foundations in several ways: system support, adopting a school, adopting a program, or supporting planning. While sustaining ongoing funding for the Initiative is important, it would be prudent to use the demonstration projects as an opportunity for learning, and await the results of the evaluation before launching a host of new sites. Further, discussions are underway to consider enriching funding for existing sites to ensure support is adequate to meet project goals. The Beacon School model requires an annual investment of $500,000 per school, a level of funding much higher than the local SUN Initiative.

Portland Public Schools recently received a three-year 21st Century Community Learning grant from the U.S. Department of Education. The grant will provide $688,000 for each of three years to develop community schools at four targeted middle schools: Ockley Green, George, Harriet Tubman, and Whitaker. Although these funds will be administered by the school district, the project coordinators for SUN schools are working with district staff to see that the projects will interface. The Community Learning schools will likely be identified as SUN schools. Since the targeted schools were identified before SUN school sites were selected, the district re-evaluated the set of targeted schools. There are plans to use the SUN evaluation framework to assess the outcomes of this project.

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4. Compensatory and Enhanced Education

In this section we include two school programs, and two programs offered outside the schools: the Saturday Academy and Multnomah County libraries. Title 1 is included because it is the greatest single financial resource districts have to compensate for the risks that some children bring with them to school. There is little evidence that Title 1 is living up to its expectations here or elsewhere in the country. We also include a discussion of Portland's new summer school program, the CIM Academy, because we believe the summer months offer a tremendously underutilized opportunity to work with students who need additional assistance, and to provide more continuity in learning experiences for all children.

Title 1

Title 1 (formerly called Chapter 1) is the largest federal aid program for "at-risk" students. The program began in 1965 as part of President Johnson's War on Poverty. The goal of the program was to help disadvantaged students meet the same high standards expected of all students. The Title 1 program was reauthorized in 1994 under the *Improving America's Schools Act* to be more consistent with school reform efforts. The reauthorization provided greater flexibility to create programs at the local level in exchange for greater accountability for student performance, and expanded resources for professional development and family involvement.

Title 1 funds are distributed to local districts by the Oregon Department of Education based on the number of children receiving lunch at free or reduced cost. Federal regulations require that all schools with 75% or more of their students on free and reduced lunch status receive Title 1 funds. The Portland District has opted to provide funds to all schools with 35% or more qualifying students. While this policy allows the district to serve more children in need, it may mean that the level of service provided to meet the needs of the children at greatest risk may not be sufficient. As part of its Strategic Planning Process and the goal to eliminate achievement disparity, Portland Public Schools could consider adjusting the threshold upward. This would allow the district to funnel additional dollars to the schools with the greatest proportion of high-risk students. It would also increase the amount of Title 1 funds used with elementary-aged students, who are in the age range when intervention is likely to be most effective.

Historically, most Title 1 dollars were used to provide "targeted assistance" to qualifying students based on academic need. Under this program, teachers make initial referrals to the program, children are assessed, and services are provided by Title 1 certified teachers and educational assistants. Students are generally pulled out of class during the school day for special instruction, although some schools use Title 1 dollars to provide instruction either before or after school, or during the summer.

Another cornerstone of the 1994 reauthorization was to increase local flexibility through the use of schoolwide programs. Schools with 50% or more qualifying students can apply to provide services on a schoolwide basis to all students, if they submit a plan. This option gives them more flexibility to co-mingle program dollars with other resources, and to use tested schoolwide models. Some schools in Multnomah County are using three-year *Comprehensive School Reform* grants to apply Title 1 funds more creatively with schoolwide models, including Reading Recovery, Consortium on Reading Excellence (CORE), and Success for All.

The family involvement component of Title 1 was also strengthened in the 1994 reauthorization. Each Title 1 school is required to establish Parent-School compacts with each family. These compacts list the specific responsibilities of the family and the school for increasing the student's academic achievement. The Portland Public Schools have a team of Family Involvement staff that helps strengthen parental participation at Title 1 schools. They have designed a Family Involvement model at Arleta Elementary which they plan to take to other schools. As the district seeks to expand its involvement in this area, it will be important that they align their efforts with others such as SUN schools, Touchstone, Caring Communities, and the School Attendance Initiative.

The 1994 reauthorization also set in place a new system for monitoring the extent to which Title 1 students are making adequate yearly progress. The Oregon Department of Education is required to annually assess the progress of each district and target for improvement any district that does not make progress for two consecutive years. Oregon uses three criteria by which a district can demonstrate progress, all of which are based on standardized academic tests. Districts identified as not meeting these thresholds are required to develop a program improvement plan, and must allocate at least 10% of their funds to professional development of Title 1 staff in identified schools. Oregon's efforts to increase the accountability of Title 1 are recognized nationally.

Several of the school districts in Multnomah County were identified in 1997-98 for failure to make adequate yearly progress in Title 1, including David Douglas, Reynolds, and Parkrose. Although the Portland District on the whole has demonstrated adequate yearly progress, five of its 64 Title 1 schools are currently on program improvement plans for failure to demonstrate progress for two consecutive years. These schools are required to shift additional resources into staff development, and identify strategies for improving student outcomes.

National evaluations of Title 1 have yielded mixed results. Title 1 advocates often take credit for narrowing the achievement gap between white and minority students between 1965-1985. However, a new report by the Education Trust found that during the last decade the gap has begun to widen again. Further, controlled studies that compare academic progress of students receiving Title 1 services to comparable students have failed to demonstrate a significant program impact. While the local districts compare the academic progress of Title 1 students with less disadvantaged peers, there has not been a comprehensive or experimental examination of Title 1 locally.

Robert Slavin, Director of the *Center for Research on Education of Students Placed At-Risk* at Johns Hopkins University, argues that Title 1 needs a substantial refocusing if it is to have a greater impact on the educational achievement of at-risk students. He identifies six policy imperatives:

1. Provide guidance to states and districts encouraging schools to adopt proven, replicable programs.
2. Reallocate grants to schoolwide Title 1 programs to cover start-up costs of adopting proven, comprehensive programs.
3. Commission rigorous, independent evaluations of Title 1 programs.
4. Improve assessment and accountability procedures for Title 1 schools.
5. Expand the use of schoolwide programs.
6. Increase investment in high-quality professional development.

Congress is currently debating the reauthorization of Title 1, which is expected in the spring of 2000. The reauthorization will likely include an increased emphasis on accountability and professional development of teachers. There has been much debate over the proper use of paraprofessional staff in Title 1.

Some national experts, including the Education Trust, believe that Title 1 should use certified teachers exclusively, as paraprofessionals may not be qualified to work with the most challenging students. Others argue for increasing the education and training requirements for paraprofessional staff. About half of the Title 1 staff in local programs are certified teachers and half are paraprofessionals, consistent with national statistics.

CIM Academy Summer School

During the summer of 1999, Portland Public Schools expanded their summer school program to provide additional support to students in grades five through eight not meeting State standards in reading and mathematics. The program was funded primarily by the City of Portland and cost about $1 million.

The CIM Academy enrolled almost 1,400 students, about 20% of those eligible for the program. The six-week summer session offered classes for three hours each day, five days a week. Each day, all students attended two 90-minute classes—one for language arts and one for mathematics. Fifth and sixth grade students were grouped together for instruction, as were seventh and eighth grade students. Classes were held at nine sites, including a program offered at Self Enhancement Inc. Classes were taught by certified teachers and limited to 15 students.

The Portland Public Schools Research and Evaluation Department conducted an evaluation of the program. The evaluation examined student achievement on standardized tests, work samples, attendance, and program observations made by staff. The primary goal of the Summer School program was to increase the number of students meeting State and District performance standards. Achievement gains were mixed. While students in grades 6, 7, and 8 made some gains in reading, and students in grades 6 and 8 showed some gains in math, 5th grade students lost ground in reading and showed no improvements in math. The overall attendance rate was 86%.

Another goal of the CIM Academy was to give students the chance to prepare writing and mathematics work samples, which are required at 5th and 8th grades as part of the Certificate of Initial Mastery. The program goal was to have each student prepare two writing samples and one mathematics work sample. Most students (78%) completed one writing work sample and most (78%) completed one mathematics work sample. Teacher assessments of these samples were that 37% met or exceeded standards in writing and 46% met or exceeded standards in mathematics.

The evaluation attributed these weak results to several aspects of program implementation. First, last summer was the first year of a start-up program. In order to ensure that classrooms were filled, enrollment criteria were relaxed. The program ended up enrolling a number of students from outside the district, and some who had already met state standards. Originally designed for 5th and 8th grade students, 6th and 7th graders were added during enrollment. The decision to combine mixed-grade students into classes was made as a result. And because of difficulties with recruitment, a number of new teachers were hired to staff the program.

The district has plans to offer the CIM Academy during the summer of 2000. With a longer planning horizon and more publicity, it should be possible to recruit students more effectively, enhance teacher preparation, and achieve stronger results.

Several other school districts, including Centennial and David Douglas, were able to establish or expand summer programs for at-risk students in 1999 with revenues provided by the City of Portland.

Library Services

The Multnomah County libraries offer a number of programs and services all geared to enhance children's educational success. As of July 1, 1999, as many as 89,000 youth in Multnomah County (aged 5-17) had library cards. During FY98-99, the County libraries dedicated $892,000 to purchasing materials for children and teens. Each library has at least one youth librarian available to work with students on homework in each of the public branch libraries. Because most school libraries are closed after school, and on weekends and vacations, the County libraries fill a critical need. The youth librarians supervise 46 volunteers who work with students as "Homework Helpers" after school and on Saturdays. The Library's internet-based "Homework Center," which has won national awards, links students to many web-based resources. The new "Ask Us" online service allows students to send homework questions electronically to the library.

The Summer Reading program, supported by the Library Foundation, has grown exponentially over the last five years. The program provides incentives for students to read regularly throughout the summer. It is offered through branch libraries as well as many of the agencies that offer summer programming. Last year 28,000 children participated in the program. Research has demonstrated that students who do not read during the summer often lose academic footing.

In addition to library-based services, the library offers several outreach programs. A "School Corps" of four youth librarians work at local schools with staff and students on how to use public library resources. This program targets 25 Portland elementary and middle schools identified as needing additional support by the district's Superintendent. Through the LIBROS program, a bilingual librarian conducts outreach work with Spanish-speaking students and their families.

The Books 2 U program is a reading motivation program for 3rd, 4th, and 5th graders at 32 targeted elementary schools, and some after-school programs. The program is staffed largely by volunteers who motivate children to read using "high interest" books.

Saturday Academy

Saturday Academy provides students in grades 4 through 12 opportunities for enriched learning, particularly in the fields of science, math and technology. The program was established in 1983 and is located on the campus of the Oregon Graduate Institute of Science and Technology. Saturday Academy serves students and teachers in the four-county metropolitan area, including Clark County, Washington.

Saturday Academy is best known for its classes that enroll about 1,000 students each quarter. Classes are offered after school, in the evening, and on weekends. They are small, informal, and project oriented. Most are taught by professionals from many parts of the community. There are no tests or grades, although students are awarded completion certificates that can be included in their CIM portfolios. The Saturday Academy also gives students the opportunity to use what they learn in applied settings through its Green City Data Project and its Student Watershed Research Projects. Both link students with environmental organizations to assist in natural resource management activities.

In order to enable all interested and motivated students to participate, the program offers tuition assistance to students that need it. About 5% of their students receive tuition assistance. A new Outreach Program, funded by the Meyer Memorial Trust, is specifically designed to increase the math and science achievement of minority youth. One of its projects is an intensive four-week applied mathematics course (SAAM) for about 50 minority 8th graders during the summer. The goal is to boost their math competency and confidence before they enter high school.

Saturday Academy also operates a number of other youth development and School-to-Work programs which are discussed in those sections of this chapter.

5. Culturally and Linguistically Specific Services for Minority Youth

There are a growing number of services and programs in Multnomah County directed at the particular needs of minority youth. These are provided by only a few community-based agencies. Although the growth in our minority populations has been significant, there has not been a commensurate increase in the collective capacity of community-based agencies to meet the increased need. The International Refugee Center of Oregon (IRCO) has been the primary provider of services for refugee youth for over 20 years. The Urban League of Portland and the Albina Ministerial Alliance have been providing services to African-American youth in North and Northeast Portland for decades. Self Enhancement Inc. and the House of Umoja are newer programs, developed to respond to the increasing needs in this community. Oregon Council for Hispanic Advancement (OCHA) is the primary agency responding to the educational needs of Hispanic youth. The growth in its budget and programmatic responsibilities has been dramatic. Recent financial problems within the Urban League provide a warning signal to the community, and to the agencies that fund these services, about the vulnerability of community-based agencies serving minority youth. The organizations funding these services should consider ways to expand the network of community-based agencies, and provide more technical assistance to strengthen the management structures of those that may be overburdened.

Because of the increasing importance of language services for our growing population of immigrant and refugee youth, we include in our review Portland's English as a Second Language (ESL) / Bilingual Program. The district is currently working to restructure its ESL program. For a number of years, the program has been out of compliance with an agreement with the federal Office for Civil Rights (OCR). The OCR responded to parental complaints about the access of ESL students to quality education. The changes the district is taking are much needed. We encourage Portland and the other local districts to engage the community as they work to identify an effective strategy for meeting the language needs of new immigrant populations.

Catholic Charities

One of Catholic Charities' programs, *El Programa Hispano*, provides services to Latino students at risk of dropping out of the H.B. Lee and Reynolds middle schools. The program is funded by Multnomah County as part of its Hispanic Retention program. *El Programa Hispano* works with 80 students, 40 at each of the two middle schools.

The Hispanic School Retention program began in 1993 as a collaboration between the Private Industry Council and the school districts. Services were provided in targeted high schools with growing Latino populations. Multnomah County currently funds the project and it is managed out of its Department of Community and Family Services. The County recently shifted the focus of the program from high schools to middle schools. Many of the families and staff at high schools previously served objected to the resulting loss of services, and the County has added back a limited level of service at the targeted high schools. The program has never been formally evaluated. Because it serves a similar population, provides similar services, and strives for similar outcomes as the School Attendance Initiative, it would make sense for the County to reassess the relationship between the two programs.

Catholic Charities also provides outreach services to Hispanic gang members, through another contract with Multnomah County's Department of Community and Family Services.

Crisis Teams

A coalition of community organizations (including the Urban League, Coalition of Black Men, Self Enhancement Inc., Albina Ministerial Alliance, Community Monitoring Advisory Committee, and the Black United Front) came together last summer to increase student achievement at 14 Northeast Portland Public Schools with predominantly low-income and minority enrollments. During the fall of 1999, crisis teams of six to seven volunteers began what will be quarterly visits to each school to track what students are learning, the quality of teaching, and what programs are needed. The goal of these teams is to help educators and parents so that 95% of the students at these schools will pass state benchmarks in reading, math, writing, social studies, and science. The teams' first step was to develop a way of tracking data on student progress quarterly. Because standardized tests are not administered this frequently, they plan to examine improvements in grades. While principals at some of the targeted schools have been receptive to this community involvement, lack of cooperation by staff at some schools has created problems for the teams.

Elementary Schools:

- Applegate
- Ball Beach
- Boise Elliot
- Humboldt
- King
- Rigler
- Sabin
- Woodlawn

Middle Schools:

- Binnsmead
- Ockley Green
- Tubman
- Whitaker

International Refugee Center of Oregon (IRCO)

IRCO was established in 1976 as a refugee assistance program. Its current mission is to develop the self-sufficiency and cultural awareness of refugees, immigrants, and multiethnic communities, while affirming each culture in an ever-changing global environment.

IRCO contracts with Multnomah County to provide social services to immigrant families. It operates the Asian Family Center and an Asian Youth Club. IRCO provides leadership training for Asian girls 11-13 years of age (as part of the County's Girls' Enhancement program), and also services for Southeast Asian Gang Influenced Female Teens (GIFT).

In addition to services for Asian students, IRCO operates after-school programs for Russian and Ukrainian students (at Binnsmead Middle School), and provides case management for Russian youth as part of the School Attendance Initiative.

Native American Youth Association

Multnomah County contracts with this community organization to provide case management services to Native American middle school students at risk of dropping out of schools. Services for this population are provided as part of the County's School Retention program.

Oregon Council for Hispanic Advancement

OCHA was established in 1985 with the goal of providing leadership for educational support, economic development, and social justice for Hispanics in Oregon and Southwest Washington. In the early years, OCHA took a leadership role in strategic planning to meet the service needs of the growing population of Latinos in Oregon, and the Portland metropolitan area in particular. Since then, OCHA has become primarily a social service provider, and the largest provider of services to the

Hispanic community locally. OCHA's annual conferences provide a valuable forum for the community, advocates, and service providers to come together and reassess the needs of the Hispanic community. While the growth in its budget and programs over the last decade has been impressive, it will be important for OCHA to invest in its management infrastructure so that the organization can sustain itself in the future.

Hispanic Retention — With *El Programa Hispano*, OCHA provides services to Hispanic students at several middle schools in the Portland, David Douglas, and Centennial School Districts as part of the County's Hispanic Retention program. OCHA provides case management services to students and families, hosts monthly parent and student meetings, and strives to increase participation of Hispanic parents and students in school activities. Services are provided to students at Binnsmead, Floyd Light, and Lane middle schools. More limited services are provided to Hispanic students at Marshall and Madison High Schools, targeting students who are at risk of dropping out.

LISTOS — LISTOS is a bilingual, bi-cultural alternative school offering language literacy, GED, ESL, employment training and placement assistance, college transition, intensive case management, support services, and life skills training to high risk Latino youth.

Oregon Leadership Institute — (OLI) is an eight-month weekend leadership program for young Latinos that develops team building, conflict resolution, intercultural communication, and public speaking skills. Latino college student mentors work one-on-one with OLI students providing career and community service exploration and self-esteem building. The program operates statewide.

Straight Shooting — This statewide program puts cameras in the hands of gang-affected and at-risk youth. Through a one-on-one partnership with a professional photographer, youth learn the art of photography. The program operates statewide.

Ofelia — Proyecto Ofelia is an empowerment program designed to work with 20 Latina girls from Lane and Ockley Green Middle Schools. Through regularly scheduled groups and activities the program works to increase girls' leadership potential, self-esteem, positive decision making, and group interaction skills.

Time for Kids — OCHA participates in Portland Parks and Recreation's *Time for Kids* program, outlined in our discussion of Recreational Programs, offering an after-school academic enrichment program that focuses on math and literacy for Latino youth. Recreation and community involvement are also essential components of the program.

School Attendance Initiative — OCHA also participates in Multnomah County's SAI as a provider of case management services for truant Latino youth.

Portland House of Umoja

Established in 1989 to address the growth of gangs and gang violence, the Portland House of Umoja was developed to make gang-affected youth more responsible community members through programs that instill independence, self-reliance, and other traditional African family values.

Until January 1, 2000, Umoja provided residential services for gang-affected boys (ages 13-18), most referred from the juvenile court. The majority of the boys housed were African-

American, with some Latino and Asian youth. The residential program provided them with opportunities to strengthen academic and social skills, pursue individual treatment plans, and be held accountable for actions. Services ranged from individual counseling and case management to recreation and personal skill-building activities.

The House of Umoja cancelled its Residential contract with Multnomah County at the end of 1999 because of declines in referrals. It will continue to provide outreach and employment services for gang-affected young people throughout Multnomah County. These services include crisis response, public education, presentations in schools, individual contact with known gang members on the street, and ongoing contact with schools.

Portland Public Schools' ESL/Bilingual Program

All of the school districts in Multnomah County offer ESL/ Bilingual programs. We included Portland's ESL/Bilingual program in our review because it serves close to half of the students in the County for whom English is not the primary language.

Portland students are generally referred to the ESL/Bilingual program by school secretaries at registration, or by teachers or counsellors. All screening and assessment is done centrally at the district's Child Services Center. Students are then referred for services to one of the 50 "program" schools where ESL/ Bilingual Services are available. Parental consent is required for assessment, and again before ongoing services can be provided.

For the last several years, Portland has offered ESL/Bilingual services at 47 schools:

33 of 63 Elementary Schools
10 of 17 Middle Schools, and
7 of 10 High Schools.

During the fall of 1999, the district began offering limited services at 28 other schools. These "Itinerant Sites" were established primarily to begin providing ESL services to kindergarten students. If services are not available at the student's home school, they are transported to the closest site offering services. Although transportation to a designated school is provided by the district, this may serve as a barrier for service for some families.

The district has guidelines that prescribe a minimum level of service for each assessed language need level. High-need students receive at least 60-90 minutes of ESL services each day, and the lowest need students at least 30 minutes a day. ESL services are provided by 123 certified teachers. Bilingual Educational Specialists (65) are also used in mainstream classes to assist students with language needs access content. The district has not yet articulated its pedagogical goals for the ESL/Bilingual program. Rather, it uses a number of instructional techniques that vary by building. These include team-teaching, bilingual content courses, "Sheltered English" courses, and primary language literacy courses. The most common approach is "pull-out"—where students are pulled out of regular language arts classes for special ESL instruction.

Student-teacher ratios for the district's ESL/Bilingual programs are:

45:1 for Elementary Schools
35:1 for Middle Schools, and
30:1 for High Schools.

The district offers limited ESL services during the summer. Although about 200 students are served through the Migrant ESL program during the summer months, the regular ESL summer program has served only 80 students over the last few years. The summer is an ideal time to offer language services that do not require pulling students out of their content courses. The district is planning to expand the ESL summer school program as an integrated part of the summer 2000 CIM Academy.

The Portland Public Schools were investigated by the federal Office for Civil Rights (OCR) in the early 1990s after parents complained that the district was not providing equal educational opportunities for students with "Limited English Proficiencies." OCR found a number of compliance issues, the most serious of which was access to adequate levels of ESL services and other mainstream programs. Under a 1994 settlement agreement, the district agreed to resolve these problems through a number of action steps including more efficient and effective identification, assessment, placement, and delivery of ESL services.

In 1999, the Office for Civil Rights conducted a compliance review and found that many of these steps had not been implemented. During the mid-1990s, the ESL/Bilingual Program had a series of acting directors and program managers. ESL program counts did not keep pace with increases in other districts, suggesting that Portland was missing out on the enhanced revenues provided by the state (150% of the basic per pupil funding allocation). Further, the district had not met the new ESL Teacher Certification standards mandated by the state.

During 1999, the district entered into a new agreement with OCR. It has begun to make good on some of its earlier promises. A national search was conducted and a new Program Director from Arizona was hired. The district's ESL/Bilingual Program now reports directly to the Superintendent through his chief of staff. While increases in the ESL headcount reported to the Oregon Department of Education suggest that the program has been more effective in identifying students who need services, there is still much work to be done.

The district is in the process of restructuring the program to maximize its effectiveness and efficiency. The ESL program needs to be realigned so that services can be provided cost-effectively where they are needed most, based on current demographic data. The Census Bureau's American Community Survey provides data for this type of needs analysis. Further, Portland State University recently agreed to conduct enrollment forecasts for a number of local school districts, including Portland. One critical piece of this work would be forecasting the level of need for ESL services geographically.

We were unable to obtain data on basic program operations, including length of services and student outcomes after they exit. This suggests that ESL managers are not well supported by automation. Under the previous superintendent, the district had plans for annual programmatic audits, and external evaluations of the ESL program every 3-5 years. To date none of these has been conducted. The new OCR agreement will require that the district establish and begin tracking performance standards and measurable outcomes. A formal evaluation of the program must be submitted by July of 2001.

It is not yet clear how Portland Public Schools' ESL/Bilingual restructuring process will interface with the district's Strategic Planning Process. Restructuring efforts to date have been largely internal, and there has been very little community involvement. Under the terms of the new OCR agreement, the district will be required to establish a Program Advisory Committee and a Parent Advisory Committee. The question of how best to meet the language needs of non-English speakers is hotly debated by educators nationally. We encourage Portland, as well as the other local districts grappling with this question, to engage the community in helping them craft the solution.

Saturday Academy Outreach Program

The goal of the Saturday Academy Outreach Program is to bring underrepresented minority students into science, math, engineering and technology education and potentially, the job market. The program works with middle school and high school students in a variety of ways, including workshops, after-school programs, and summer institutes. Their Applied Mathematics program provides 50 minority students with an intensive four-week summer math class. The program also publishes an annual resource guide, with opportunities for students for leadership, enrichment and empowerment, with an emphasis on summer programs.

Self Enhancement, Inc. (SEI)

SEI is a youth development program for at-risk children in NE Portland. The program began in 1981 as an athletic summer camp for boys. At the request of the Portland Public Schools, the program then added year-round academic monitoring, tutoring, and counseling for participants at its camps, and later year-round in-school and after-school programming in several of the schools within the Jefferson cluster.

In 1997 SEI opened a new facility in an inner city park. The 62,000 square foot facility includes classrooms, computer and music labs, athletic facilities, a dance studio, auditorium, and library.

SEI serves 1,100 children each year. About 600 students are monitored at their schools by SEI coordinators who work on site at 11 Portland schools. Youth are referred to SEI by teachers and counselors. The program strives to maintain a balance of youth who can serve as leaders (10%), those with "intensive" and complex needs (30%), and more average youth (60%). All students participate in after-school, weekend, and summer programming at the Center. The Center is also open to children not directly involved through their school. For an annual fee of $40, any child may participate in any of the Center-based activities. Each child has an Individual Success Plan. Those who are not meeting academic standards are required to participate in reading and math programs. Integrated into all program areas and activities, SEI staff promote and reinforce youth's self worth, hope and positive attitudes.

In 1997 SEI was identified by the Centers for Disease Control as a national model for youth violence prevention.

Sisters for Action in Power

Formerly known as SPIRIT, this is a grassroots membership organization of 150 poor and minority high school girls from North and Northeast Portland. Their goal is to empower young minority women by creating opportunities for them to participate in community activism. The organization began with a focus on gender violence in the schools. Sisters went on to identify the need for affordable transportation for students based on a survey of more than 2,000 middle and high school students in Portland. They are now working to implement a new pilot program funded by Multnomah County that will provide bus passes to 2,000 low-income students.

The Urban League of Portland

The Urban League of Portland was established in the 1950s to assist African-Americans in the achievement of social and economic equality. It has been the largest social service provider in Northeast Portland. The local League is affiliated with the National Urban League, which has 115 members in 34 states.

The League is a nonprofit agency that serves African-Americans, low-income households, and senior citizens, through a variety of programs. The League's primary youth-serving programs include the Portland Street Academy (an alternative school) and NE Youth and Family Services (Family Center). Until recently, the League received funding from United Way for the Whitney M. Young Educational and Cultural Center, where students from grade 6 through college sophomores were tutored and provided homework assistance. It also provided case management services as part of the School Attendance Initiative.

The Urban League of Portland came under scrutiny in the fall of 1999 when Multnomah County cancelled more than $1 million in contracts because of numerous irregularities relating to fiscal management and Board oversight. Other primary funders, including United Way and Worksystems Inc., then cancelled their contracts with the League. Shortly thereafter the Executive Director resigned and Volunteers of America assumed fiscal control of the organization. An interim director has been hired for six months with the goal of stabilizing the League's financial situation. SEI has taken over programmatic responsibilities for the Family Center as well as the case management contract for the School Attendance Initiative. Portland State University, Multnomah County, and an external certified public accounting firm are conducting audits of the agency's financial and management practices.

6. School-to-Work

One of the engines driving national and local school reform efforts is the need to ensure that young people graduate from high school with the skills, attributes, and experiences necessary to succeed in a work world dynamically changing with a global economy and technology. Indeed, the new CIM (Certificate of Initial Mastery) requirements, the cornerstone of school reform in Oregon, were designed in part to capture these skills and attributes.

If the CIM is to provide a meaningful incentive for students, however, it must also be incorporated into decision-making by businesses and colleges as they recruit students into their ranks. To date, the CIM has not been incorporated into hiring and college admission processes. However, the Oregon Board of Higher Education is currently developing PASS, Proficiency Based Admission Standards. The plan is to make these college admission standards consistent with the CIM requirements, and begin using them in Oregon's state universities by the fall of 2002. Oregon is also negotiating with other state and private university systems, including Duke University and the states of Washington and California, about using PASS standards on a reciprocal basis. Many colleges and universities are developing new proficiency standards for admission, because traditional admission requirements, such as grades and SAT scores, are not predictive of student success in higher education.

Because of setbacks in implementation of the CIM, the state Department of Education has not yet developed the CAM (Certificate of Advanced Mastery). It was this element of school reform that was to provide the bridge of continuity between school and employment through work-based learning opportunities for high school students, in the classroom and in the workplace. Without the CAM, school-to-work opportunities are unevenly available to youth in Multnomah County.

The largest public investment in local school-to-work efforts is funneled through Worksystems Inc., the local agency, which disseminates federal workforce development dollars. These dollars are used to provide workbased learning opportunities and are targeted at students who are not succeeding in mainstream schools. The business community has been most effectively engaged in school-to-work activities through Junior Achievement, the Business Education Compact, the Saturday Academy, and Worksite 21 (originally developed by the Oregon Business Council). These organizations are involved in efforts to reach mainstream students more broadly through partnerships with schools. Multnomah County has recently hired a School-to-Career coordinator to provide local students with opportunities to learn about employment with local government.

Local school districts have also begun to build school-to-work linkages. Most of the East County districts have a school-to-work coordinator at each of their high schools. These coordinators often have other responsibilities and it is difficult for a single coordinator to build the necessary partnerships outside of schools, and realign instruction and training around career-based learning. The largest district, Portland, recently reduced its school-to-work program significantly. Until and unless the Certificate of Advanced Mastery is developed and incorporated with the new CIM, it is unlikely that the necessary bridge between schools and work will be built into our systems.

Business Education Compact

The Business Education Compact was established in 1984 as a collaboration between business and educators to promote educational excellence, relevance, and lifelong learning opportunities. The Compact has a regional focus and works with businesses and schools in Multnomah, Clackamas and Washington counties. The Compact provides internships and worksite visitations to teachers and students. It also maintains the School-to-Work Information System (SWIS), a database which links employers with interested student interns. The Compact hosts an annual dinner where businesses, students, and teachers are recognized for their school-to-work efforts. The Compact is supported by user fees.

Junior Achievement

The goal of the Junior Achievement program is to educate and inspire young people to value free enterprise, understand business and economics, and be workforce ready. The program uses local businesspeople to work with teachers using age-appropriate K-12 curricula on economics and workforce issues. Junior Achievement is currently working with over 4,800 students in 41 local schools.

MESD's Alternative Pathways

Administered by the Multnomah ESD and funded through a grant from the National school-to-Work Office, Alternative Pathways is intended to serve as a bridge for at-risk youth attempting to transition to community college. Nine local alternative schools (all serving students in federal "Enterprise Zones), Portland Public Schools, and Portland Community College participate in this program. Each school has a school-to work advocate who works intensively with ten students. Prior to entry into Pathways, students must complete pre-employment training and career exploration prerequisites. Once accepted in the Pathways program, students are dual enrolled in their alternative school and PCC, where they are required to take a "College Success" class. Once students are enrolled in PCC for more than half-time, they transition fully to PCC. Program outcomes will be assessed by an independent program evaluator.

Multnomah County

Multnomah County supports some youth employment services through its Youth Investment program. The County has also hired a new "School-to-Career" Liaison who will work to expand the opportunities for local students to learn about County employment, through internships and job shadowing. This new program is supported financially by the Strategic Investment Program (SIP), an agreement between the County and LSI Logic.

Saturday Academy

The Saturday Academy operates Apprenticeships in Science and Engineering (ASE). This program allows high school students interested in these fields to work for eight weeks on a full-time basis with a local firm. There are about 175 students and 75 companies involved.

The FutureMakers program promotes the development of critical thinking, problem solving, and teamwork skills through partnerships between middle schools and business. The program is supported by a grant from the National Science Foundation and links middle school students and their teachers to businesses needing assistance with inventions. The program recruited 15 new teachers in the last year. David Douglas has integrated the program into all of its 6th grade classrooms.

School Districts

All of the local school districts provide some school-to-work opportunities for their students. Each of the East County districts has a school-to-work coordinator working out of their high schools. In order to graduate from Centennial High School all high school students must complete intensive career learning classes during their freshman and sophomore years. During the junior year, all students participate in their Experiential Learning Program, a one-week on-site internship with a local employer. This program was developed as a pilot with Bonneville Power Administration in 1991, and now involves 100 local employers. Freshmen and sophomores at David Douglas High School also take career courses in which they explore seven different career pathways: Industrial and Engineering; Social and Human Services; Natural Resources; Business and Management; Arts and Communications; Hospitality, Tourism and Recreation; and Health Sciences. Students are encouraged to choose a pathway and select electives accordingly, but this is not yet required.

Six school districts participate in MESD's school-to-work program at Alpha High School. Students sample multiple career options, before selecting an area of focus. Students spend their senior year as apprentices, interns, or paid employees.

During 1999, Portland Public Schools reduced the funding for their school-to-work program from $1.5 million to $140,000. As a result, the staff was cut from 9 FTE to 2.5 FTE.

Worksite 21

Worksite 21 was developed as a program of the Oregon Business Council, a membership organization of 43 top employers in Oregon. It is now independent and helps Oregon employers develop school-to-work plans, through a resource library, workshops, and consultation.

A number of local companies have become actively involved in school-to-work activities with local students through the efforts of Worksite 21:

- Bank of America provides job shadows and work site tours for teachers and students from David Douglas, Lincoln, Marshall, and Roosevelt High Schools. Tours to local branches, a regional loan servicing center, and administrative departments include visits with senior executives and a panel discussion led by entry-level bankers who started their careers from different educational backgrounds.
- Wacker Siltronic supports a number of schools through student job shadows and internships, and teacher tours and internships. Twelve managers help teach senior economics courses through Junior Achievement. Wacker is also involved at Benson High School through its Semiconductor Training Center.
- PGE is in the 5th year of a mentorship program with Madison High School which pairs employees with immigrant youth in the ESL program. Participating students attend regular informational meetings where PGE staff expose them to different jobs within the company.
- Wells Fargo has set up student-run bank "branches" with David Douglas and Sam Barlow High Schools. Students in these schools actually operate a set of accounts as a bank branch. The bank is open before school and after lunch and staffed by students.

Worksystems Inc. (WSI)

Publicly funded youth employment programs have undergone significant changes over the last few years, in response to new federal workforce development legislation and dissatisfaction by local elected officials with the Private Industry Council. A review of the local PIC in 1996 found that local job growth was not benefiting local residents, and that the PIC focused primarily on training but was not well-connected to employers who could provide jobs. There has been increased emphasis at both local and federal levels on building more "demand-driven" systems that provide young workers with the skills needed by private industry. Such an emphasis entails a shift from providing training for the least skilled to providing support more universally.

In response to these new priorities, and in order to make local workforce development more efficient, a number of Private Industry Councils were consolidated to provide services regionally for Washington, Tillamook, and Multnomah counties. The new consolidated agency, Worksystems Inc., was spun off from local government in 1998. While historically the PIC engaged primarily in direct service, the new agency has sought to reduce costs through contracting. The current workforce development system for adults is organized around four "One Stop Career Centers" in Multnomah County, each with a geographic focus:

East County
N/NE
Outer SE
Westside

With the exception of the SE Works One-Stop, these Centers provide very minimal services for youth. Instead, Worksystems Inc. contracts with a number of youth service agencies to include employment training with the other services they provide. These programs are itemized in Appendix A.

Worksystems Inc.'s annual youth contracts total approximately $2 million, and support both year-round and summer programming. Most of the contracts are with alternative schools, and most services are targeted to at-risk youth. These programs are funded by a mix of federal Department of Labor revenues, and other federal Housing and Community Development revenues that are funneled through the City of Portland to WSI.

In March of 2000, Worksystems Inc. was awarded a large "Youth Opportunity Grant" from the U.S. Department of Labor. The grant will provide $5 million for each of the next five years. The goal is to develop an integrated employment, education, and personal development system for young people ages 14-21. Job preparation efforts will focus on five growth industries: health care, building/construction, manufacturing/metals, information technology, and retail/tourism. The project area is a federally designated "Enterprise Zone" made of up 15 census tracts in downtown, Northeast, and North Portland. Worksystems plans to develop a new Youth Employment Center in the old Nike Outlet store in NE Portland. A number of public and private organizations, including Portland Community College, Self Enhancement Inc., Portland Public Schools, Providence Health System, McDonalds, Freightliner, and Marriott, were involved in developing the plan for the grant.

Contracted School-to-Work Programs

Because of the many organizations contracting to provide youth employment services, we discuss a limited sample of them here.

Careers in the Trades-Helensview

This summer employment program serves pregnant and parenting teen mothers enrolled at Helensview, an alternative school operated by the Multnomah ESD. Young women participate in work crews performing home renovations, weatherization, painting, landscaping, and carpentry.

Emmanuel Community Services

Emmanuel Community Services, Inc., formerly Emmanuel Community General Services, began as the "Brotherhood Department" of Emmanuel Temple Church in 1984. The Brotherhood Department operated a property renovation program that provided low-cost housing to community residents. The agency began in 1988 as a community development agency. It now operates a number of small job-training programs, targeting at-risk African-American teens (14-18), particularly low-income and adjudicated youth.

The Renaissance Youth Employment Training Program provides a six-week classroom and site-based training program focused on pre-employment and skill building in the grocery industry. High-risk participants earn subsidized wages for their on-the-job-training as well as support in obtaining employment in the grocery industry following the conclusion of the program.

Portland Youth Redirections offers one-on-one counseling and advocacy for at-risk, primarily adjudicated youth. Services include assistance in returning to school and acquiring employment, advocacy with the court, transportation, and recreation. Staff work closely with juvenile court, probation officers, families, and other agencies.

Janus Youth Programs, Inc.

Youth Employment Institute — (YEI) was established in 1985 as a branch of Worksystems Inc. (previously the Private Industry Council). In 1998 YEI was spun off and made a responsibility of Janus Youth Programs. YEI provides alternative education and employment training services to youth, specializing in GED, work experience programs, and job development.

Youth Employment Partnership —The Youth Employment Partnership (YEP) serves all interested Portland youth with pre-employment training and job placement assistance. Three full-time Employment Specialists and one part time Coordinator are housed in sites throughout the City. They provide year-round services through partnerships with educational and social service organizations. Prior to FY 99-00 this program operated only during the summer months. Demand for services prompted a restructuring of the program design.

Outside In—Employment Resource Center

The Employment Resource Center helps street youth gain the skills and resources to both obtain and maintain employment. The program offers a variety of flexible program components that youth can mix and match to meet their needs. Program components include access to computers and support developing a resume; support with skill assessment and career plan development; pre-employment and career exploration workshops; assistance and support in pursuing educational goals; access to resources to support job training needs; job development and placement assistance; and a weekly job club to support youth in maintaining employment.

Portland Impact Summer Youth Employment Program

The Summer Youth Employment "Learning and Caring about Seniors" project is an eight-week program which connects youth with Southeast seniors who need yard work assistance. During the summer youth work four days a week for eight weeks. They participate in weekly educational field trips, classes on various related topics, and daily discussions on program experiences. The goal of the program is to assist neighborhood youth in developing job experience; pre-employment, teamwork, and budgeting skills; and sensitivity to elderly and environmental issues.

SE Works Youth Employment Program

SE Works developed in 1997 as a result of a need identified by community organizers and residents for a community-based employment resource center for Outer SE Portland residents. This is the sole "One Stop" employment program for adults also serving youth. Its Youth Employment Program provides young people ages 14-21 with pre-employment training and support in acquiring and keeping a job. Based on need, young people may self-access information about employment and training opportunities through the SE Works Resource Center, receive referrals to jobs or educational programs, or receive ongoing support in getting and keeping a job.

Youth Employment and Empowerment Coalition

This Coalition came together in 1992 in response to the first gang shooting in inner NE Portland. Its goal is to assist gang-affected youth in obtaining jobs and developing positive alternatives to gang activity. The Coalition's Youth Employment and Empowerment Program (YEEP) provides pre-employment training, pre-employment certification, and job placement and retention assistance to gang-affected youth. Its employment specialists are out-stationed to work with youth from six agencies: IRCO, Open Meadow, House of Umoja, Portland Opportunities Industrial Center, SEI, and Emmanuel Community Services. A centralized job developer identifies employment opportunities which are shared with all five agencies on a regular basis. The program is now operating under the Portland House of Umoja, but has applied for independent 501(c)(3) status.

7. Faith-based

The efforts we identify here are only a sampling of the many activities for school-aged youth offered by churches, synagogues, and other places of worship in our community. Because most faith-based efforts are not publicly funded, and because so many different denominations are involved at the community level, it would have been very difficult to identify them all.

We estimate, however, that about half of the youth in our community are involved in faith-based activities. The 1997 Youth Assets Survey found that:

> 43% believe that being religious or spiritual is quite important or extremely important, and
>
> 52% attend religious programs, groups, or services.

Catholic Charities

Catholic Charities operates a number of social service programs, targeting refugees, Hispanics, and families in poverty. Its El Programa Hispano operates a "School Retention" program. This program, discussed in more detail under Culturally Specific services, targets Hispanic students at risk of dropping out of Reynolds middle schools. Catholic Charities also receives County funds to provide services for gang-affected youth.

Ecumenical Ministries

Ecumenical Ministries of Oregon (EMO) is a statewide association of 15 Christian denominations working together for unity and justice. EMO operates the Portland International Community School, an alternative school which serves foreign-born, refugee, and first-generation students, ages 14-21. The school was formed in 1994 as a joint venture of AMA, EMO, and the Portland Public Schools. Portland Public Schools continues to contract with the school.

Faith in Youth

The Grant-Madison Caring Community has brought together a loose collaboration of six congregations from local Catholic, Lutheran, Presbyterian, and Episcopal churches to assist in hosting back-to-school fairs. These congregations also provide childcare on days when local public schools are closed for teacher training and parent-teacher conferences.

We're Here We Care

Ministers from 21 churches in North/Northeast Portland came together in 1999 to establish this collaborative initiative. Their goal is to prevent youth violence by building stronger families. The program plans to explore several strategies, including parent education, mentoring, and after-school activities for youth.

8. Family Support and Parent Education

As our conceptual framework makes clear, family efforts are an essential element of children's educational success. A wide body of research confirms that family involvement is a powerful influence on children's achievement in school. When families are interested and involved in their children's education, children earn higher grades and receive higher scores on tests, attend school more regularly, complete more homework, demonstrate more positive attitudes and behaviors, graduate from high school at higher rates, and are more likely to enroll in higher education than students with less involved families.

The 1997 Youth Assets Survey found that a troubling number of our youth are not sufficiently supported by their parents in their educational endeavors.

Many youth reported that their parents:

Seldom or never help with school work (30%)
Seldom or never talk to them about school (18%)
Seldom or never ask about homework (15%)
Seldom or never go to school meetings (30%)

Multnomah County operates several programs designed to support families, including its network of Family Centers and Family Resource Centers. While these programs were intended to provide services countywide, none has been taken to scale. Collectively, they serve less than 2% of the families in the County. Other school-based programs, including Touchstone and Kelly House, provide more intensive services for a limited number of families at particular schools. Project Alliance is a clinical trial of an exciting new parent involvement model for middle school students. FAST is a national model program that also targets middle school families. Both Project Alliance and FAST are research-based and will provide policy makers with strong data on what works locally. Another new effort is Portland Public School's Family Involvement work, which operates as part of their Title I program.

As the new SUN Initiative moves forward, it will be critical to consider integration of some of these family support services.

Family Centers

The most extensive family support program is provided though Multnomah County's network of 7 Family Centers. These Centers are operated by 7 different community-based agencies. Six of the Family Centers are geographically based. An Asian Family Center provides culturally specific services to pan-Asian families throughout Multnomah County. Each Center provides a range of services for youth and families including parent-child development services, mentoring, skill building and education groups, diversion from juvenile court, employment, recreation, case management, service access, and drug and alcohol prevention. Specific services vary by agency.

During FY98-99 the County contracted with the agencies below:

Area / Population	Program (Agency)
Southeast	SE Family and Youth Center (Portland Impact)
Mid-County	FamilyWorks (Lutheran Family Services)
East County	Eastwind Center (Edgefield Children's Center)
North	North Portland Youth and Family Center (Unity Inc.)
NE	NE Youth and Family Services (Urban League/SEI)
West	Westside Youth and Family Services (Neighborhood and Friendly House)
Asian	Asian Family Center (IRCO)

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The Family Center system has changed its focus over the years. It was developed in the early 1990s to bring together the services for delinquent youth diverted from the juvenile justice system (previously called Youth Service Centers) with more preventive and early childhood-focused services. The newly configured Family Centers sought to provide services universally to all families, rather than to target those at-risk. In the fall of 1999, the County reconfigured the Family Service Center system again. Through a consolidated RFP, contracting agencies will also provide the services to low-income and homeless families historically provided through Community Action agencies. The new system will also provide additional culturally specific services for Native American and Hispanic families.

The original design for the County's Family Center system included a comprehensive and well-conceived plan for outcome tracking and evaluation. Unfortunately, the plan was never fully implemented. Community and Family Services relies on its client tracking system, "INFOS", to provide regular demographic and service delivery management reports on the Family Centers. While the INFOS system can provide very detailed information at the program level, some of the contracting agencies do not find it useful. Further, the current management reports provide limited information on outcomes for County managers.

Available reports indicate that the Family Centers served approximately 2,000 school-aged youth (6-17) in FY1998-99, a drop below the 2,400 youth served during the previous fiscal years. We estimate that the Family Center system is currently serving less than 2% of the school-aged youth in the County. Although the County had plans to take this system to scale, funds available for additional services have been redirected to newer initiatives, such as SUN Schools.

Family Resource Centers

Family Resource Centers were originally developed as part of the Caring Communities Initiative as a way to better integrate and coordinate services for families. Unlike the Family Centers, which provide services to families, the Family Resource Centers were developed as a way to link the staff who work with youth in other services and programs. There are currently six Centers in Multnomah County. Four are sited at schools (Jefferson, Marshall, Roosevelt, and Whitaker). The other two are located in housing complexes (Columbia Villa and Villa de Clara Vista). Each Family Resource Center is staffed by a coordinator. Most of the Centers have been funded and managed by Multnomah County's Department of Community and Family Services. Because the Centers provide very minimal direct service, it is difficult to track their outcomes.

The reconfiguration of the Family Centers and the new SUN Initiative creates an opportunity to rethink what the Family Resource Centers add to the system and consider integrating them with other programs and services. Because of their similar names, the Family Resource Centers are often confused with the Family Centers. Their historical links with Caring Communities have eroded over the years, and their mission and accomplishments are poorly understood by some youth service staff working in the County.

Families and Schools Together (FAST)

Operated by Metropolitan Family Services at Lane Middle School, the FAST program is a school-based family-focused program that strives to increase the self-esteem and improve school performance of at-risk children by supporting the natural strength of the family unit. The local program uses a model developed for elementary and middle school students in Wisconsin. Based on strong research results, the FAST program now operates statewide in Wisconsin and is being replicated at 450 sites in 32 states. FAST begins with four after-school meetings of 10-12 youth, and ten additional evening sessions with their parents. Parent groups continue to meet monthly for two years. The cost of the program is $37,000 for two 14-week sessions with follow-up. The local FAST program currently serves about 22 youth and their families during each school year at Lane Middle School. The program collects detailed data on families served and early results show improved outcomes for youth and increased parental involvement at school. Through funding from Multnomah County and a new Safe Schools grant, a FAST program will begin at Whitaker middle school in January 2000.

GEARS

The GEARS (Gaining Empowerment Access Responsibility Support) is a program operated by Metropolitan Family Services with sites at Lane Middle School and SE Works. Teams of "coaches," many of them recruited from the community, provide health education and resource referral for families in the outer Southeast neighborhoods. GEARS staff work in collaboration with other health and social service professionals co-located at Lane.

Kelly Community House

The Kelly House, located across the street from Kelly School in outer SE Portland, offers a range of parent support services and groups. Classes in computers, nutrition, child wellness and much more are offered regularly. Many services are also available, including housing assistance, job referrals, problem solving, and neighborhood organizing. The program is funded primarily through Multnomah County's Department of Community and Family Services, and Lutheran Family Services acts as fiscal agent.

Project Alliance

The Oregon Social Learning Center at the University of Oregon is conducting an extensive clinical trial of a parental involvement model for middle school students. The project is in the 4th year of a five-year grant. All 6th grade students in two targeted middle schools (Ockley Green and Beaumont) were randomly assigned to program and control groups. Those in the program group receive a mix of services including home visits and classroom sessions for parents and students. The evaluation will assess the impact of these interventions on use of parenting resources, motivation to change, parenting practices, youth substance use, and other problem behaviors. The project is funded by the National Institute of Drug Abuse. Evaluation results will not be available until 2001. If results indicate success, the County and the school districts will need to consider whether to continue the program, and extend it to other middle schools.

Touchstone

Touchstone is a school-based family support program for high-risk students and their families. The program is supported and managed by Multnomah County, with some funding from the state Department of Human Services. Touchstone is currently operating at 22 schools in Multnomah County. Most are elementary schools in the Portland School District.

- Beach
- Clark
- Centennial Learning Center
- Faubion
- James John
- King
- Lent
- Ockley Green Middle
- Robert Gray Middle
- Tubman
- Woodmere
- Boise Elliot
- Clarendon
- Centennial Middle
- Humbolt
- Kelly
- Kenton
- Lincoln Park
- Peninsula
- Sitton
- Vernon
- Woodlawn

The program uses a Family Unity model developed by Larry Graber at the Oregon Office of Services to Children and Families. The program focuses on family strengths rather than deficits. The cornerstone of the program is the "family unity meeting," where families and other service providers are brought together to develop a plan for improving the child's success at home and school over the school year. There is one Touchstone Specialist at each of the schools. While Touchstone staff may provide limited referrals to students on an ad hoc basis, they work intensively with a limited number of families for up to a year. The recommended caseload for a specialist is 20 families. Students are referred to the program by teachers and counselors.

The program was originally established through a collaboration of the State of Oregon, the Portland Public School District, and the County's Alcohol and Drug Program. Although Touchstone was designed for students at risk of alcohol and drug abuse, its target population has expanded to include at-risk families more generally. Until 1999, Multnomah County and the Portland School District each supported programs at individual schools. Portland Public Schools conducted two evaluations of the program. These early results indicate limited success in terms of student outcomes, but highlighted a number of implementation and program management issues. The evaluation called for use of eligibility guidelines, more systematic clinical supervision of staff, enhanced coordination of County and school staff, and a return to the "family unity meeting" as the primary program intervention.

During 1999, Multnomah County assumed full responsibility for funding and oversight of the Touchstone program. The County has since developed a program manual, formalized collaboration agreements with each of the Touchstone schools, and instituted selection criteria for new sites. Because of the management transition and the addition of new sites, it was difficult to get complete client and outcome data for Touchstone. The sites previously managed by the County each served an average of ten families during 1999. Once fully operational, the program should be serving 440 families, given the recommended caseload size.

Portland Schools Alliance

This effort is being spearheaded by the Portland Organizing Project, a group of community activists working to build stronger collaborations between parents and public schools. The project is modeled on parent organizing projects in Spokane and Texas. Both Multnomah County and the Portland Schools Foundation are providing funding.

The Portland Schools Alliance has begun work in nine Portland elementary schools. Six of the schools are in outer SE Portland; three are in North and Northeast.

- Atkinson
- Buckman
- Irvington
- James John
- Kelly
- Kenton
- Lents
- Marysville
- Woodmere

9. Homeless Youth

During the early 1990s, increases in the number of homeless youth and their visibility in the downtown Portland area brought the problem of homeless youth onto the public agenda. In the fall of 1997, the Citizen's Crime Commission and the Association for Portland Progress issued a joint report entitled, *Services to Homeless Youth in Portland*. The report pulled together the very limited data that was then available on homeless youth. It estimated that there are at least 1,000 homeless youth downtown, ranging from 12-21 years of age. They come from all parts of Multnomah County, other communities in Oregon, and other states. Many come from dysfunctional families and have experienced physical, sexual, and emotional abuse.

The report was critical of service providers and both Portland and Multnomah County governments. It concluded that services to homeless youth were "inadequate in scope and quantity, plagued by competing philosophical approaches, woefully underfunded, poorly coordinated, and undermined by a lack of government leadership." The Citizen's Crime Commission challenged Multnomah County to take the lead in designing a new system of services.

The County Board of Commissioners responded by convening an "Ad hoc Committee" that developed a plan for a more coordinated and accountable system of services for homeless youth. The plan was released in July 1998 and called for a continuum of services with particular agencies taking responsibility for specific services and populations. These new service expectations were translated into new contracts with the four largest service providers: Janus Youth Programs, New Avenues for Youth, Outside In, and the Salvation Army Greenhouse.

Under the new plan the Salvation Army Greenhouse would provide 24-hour drop-in services and assessment for youth entering the continuum in need of short-term services. New Avenues for Youth would focus efforts on case management of younger homeless youth (primarily under 17) working to get off the streets. Outside In would provide comparable services for older youth (primarily over 18). Janus was given primary responsibility for crisis services and short-term housing. The new plan also called for an oversight committee and a system for evaluation with complete youth assessments at intake, and at six, 12, and 18 months into service. In addition, outcomes were to be monitored at exit and six months thereafter. The oversight committee meets monthly, and will review the first system evaluation report in the fall of 2000.

Janus Youth Programs

Janus Youth Programs began in 1972 as a Multnomah County demonstration project providing neighborhood-based residential services for adolescent substance abusers, many of them homeless. In 1977 Janus was "spun off" and became a private non-profit agency. Today Janus is one of the largest youth-serving agencies in Multnomah County, with a total annual budget of over $7 million. We list below the Janus programs for homeless youth.

Street Light Youth Shelter — a 30-bed short-term facility for young people who are working to exit street life. Youth are referred from community agencies and must be working with a case manager on a plan to end their homelessness in order to access a bed on a continuing basis. The **Street Light Annex** is a 25-bed crisis shelter for youth entering the downtown homeless youth services continuum.

Yellow Brick Road — provides outreach services to homeless youth and seeks to educate community members about these young people. The Downtown Core program trains community volunteers to operate as street work teams to bring information and crisis intervention services to downtown at-risk youth. Teams distribute hygiene supplies, and provide information and referral to other services.

Bridge House/Changes — Bridge House is a transitional living program in a seven-bed residential home. The program is staffed 24 hours a day, seven days a week. Changes provides follow-up support for former Bridge House residents as well as case management services for young people not needing a group home environment. Changes is an apartment placement/case management program with a six-month maximum stay.

Harry's Mother — is a 24-hour crisis service which provides counseling, information, and referral for runaways and displaced youth in crisis. It also provides short-term shelter (three days) at its ten-bed Garfield House. The program strives to return youth to their homes, if at all possible. The agency was unable to provide reliable estimates of the number of crisis line calls.

New Avenues for Youth

New Avenues for Youth (NAFY) was established in August of 1997 by a number of downtown business leaders concerned about the services available to downtown homeless youth. The mission of NAFY is to help all youth reach their fullest potential by offering a continuum of outcome-based services that empower homeless youth to exit street life and prevent other youth from becoming homeless. NAFY also runs an alternative school program for homeless youth, which is included in the section on alternative education programs.

Day Services — This drop-in center is located in downtown Portland and is designed to meet the immediate and basic needs of homeless and runaway youth. Drop-in counselors receive and assess new incoming youth and provide ongoing support in conjunction with the various providers involved in the downtown homeless youth system. Counselors are trained in crisis intervention, engagement, referral and family reunification. On-site specialists are available on a weekly basis to address issues related to community health, the Oregon Health Plan, alcohol and drugs, mental health, and HIV/STD testing. The Day Service Center is home to a monthly youth forum, a youth performance evening known as "Open Minds," and ongoing/rotating groups, such as dance classes, art group, and mediation group. Youth are assisted with clothing, laundry, showers, and provided with three meals per day.

Transitional Housing — New Avenues' transitional housing program opened in November of 1999. It is designed as part of a continuum of care to make homeless youth more self sufficient, with a focus on life skills training, education, and job readiness. The housing facility is supervised 24-hours/day and offers safe, structured, community-style housing for up to 28 youth.

Service Coordination — case managers work with homeless and runaway youth with the goal of finding acceptable alternatives to living on the street. Alternatives include reunification with family or guardian or various transitional housing programs. Case managers provide crisis intervention and resolution services, assist youth with legal issues, provide pregnancy or family planning referrals, and serve as advocates in both the public and private sectors. Staff from mental health and chemical dependency agencies provide on-site assessment and referral. Each of the four case managers carries a caseload of 15 youth.

Outside In

Outside In began providing services to homeless youth in downtown Portland in 1982. The agency's mission is "to address the changing needs of homeless youth and other low-income and marginalized people as they work toward self-sufficiency and improved health by providing them innovative social, medical, and mental health services and material resources." Outside In recently received a $1 million dollar contribution from the Bill and Melinda Gates Foundation. The funds will be used to build a new transitional housing facility for homeless youth.

Day Program — Day Program and coordination services are tailored so youth can develop skills for safe and healthy independent living. Individual and group activities are available. Leadership and enrichment activities include youth council, meal planning and preparation, art projects, field trips, computer access, and youth-facilitated discussions. Services include information and referral; crisis counseling; mental health treatment services; access to legal advice and health awareness workshops; use of a phone, mailing address, bus tickets, food box/clothing/haircut vouchers; and assistance in obtaining ID, applying for food stamps, and applying for the Oregon Health Plan. Service Coordinators work with youth to develop individualized plans to increase health and safety, and ultimately exit street life. Youth referred to this resource have expressed interest in working with a counselor and/or accessing shelter resources. Service Coordinators explore with youth what resources, skills, and supports they need to succeed; develop plans which address needs for shelter, employment and/or education, and health and safety; and work with youth as they transition through the range of increasingly independent housing options to self-sufficiency.

Specialized Programs — Outside-In also operates a number of HIV-prevention programs. The best known of these is its "Needle Exchange" program. The VOICES program offers weekly support groups for sexual minority youth. Streetwise is a peer education and outreach program, which gives youth the opportunity to distribute HIV prevention information to other street youth. The Gorilla Theater program strives to build creativity, confidence, and self-esteem in youth, using theater games and techniques.

Salvation Army Greenhouse

The Salvation Army Greenhouse provides 24-hour drop-in services, including meals and showers. They collect basic demographic information on street youth not yet willing to commit to enter the agencies providing more extensive services, New Avenues for Youth and Outside-In. The Greenhouse also operates an alternative school program for homeless youth, which is described in that section of the report.

YWCA Community Transition School

YWCA Community Transition School provides K-8 education for approximately 200 students who are homeless or whose families are getting into their own housing but not established in a school district. The school is housed in Northeast Portland's old Charles A. Rice School.

10. Mental Health

Based on national prevalence studies, we estimate that approximately 22,000 of the 105,000 school-aged youth in our community experience mental health problems (21%). As the local mental health authority, Multnomah County has primary responsibility for the administration of public mental health services in our community. Unfortunately, however, the County has very little real control over the largest elements of the service system.

With the incorporation of mental health services into managed care under the Oregon Health Plan, the complexity of the service system has increased significantly. In March, 2000 a Multnomah County Mental Health Task Force delivered to the Board of Commissioners in March, 2000 a report with recommendations for improvements in mental health services and systems. The Task Force prepared a graphic map of the current system of mental health services for youth and adults, a system that is highly fragmented and complex. Because treatment for alcohol and drugs under the Oregon Health Plan is managed by HMOs as part of physical health care, the treatment system for youth with dual diagnoses—such as substance abuse and mental health issues—is particularly complex and difficult to access. The report was critical of the County's management of mental health services.

CAAP Care and CAAP Care Plus

The bulk of publicly funded mental health services for youth are provided under the Oregon Health Plan through the CAAP Care program. CAAP Care is a mental health organization administered by the Behavioral Health Division of Multnomah County's Department of Community and Family Services. It provides mental health services for members of the Oregon Health Plan whose physical health care is provided under one of four health plans: Kaiser, Providence Good Health Plan, Care Oregon, and ODS Health Plan. CAAP Care contracts with two outpatient mental health provider networks (The Concern Inc. and Advanced Behavioral Health) and three inpatient psychiatric hospital networks (Providence, CareMark Behavioral Health Services, and Oregon Health Sciences University Hospital). During 1998, CAAP Care provided mental health services to a total of 2,300 school-aged youth (ages 5-18) at a cost of about $1.5 million. About 150 received inpatient services and 2,100 received outpatient services.

Multnomah County also administers CAAP Care Plus, an insurance plan which provides outpatient services for children at risk of developing severe or persistent mental illness who are uninsured or underinsured. This program is supported by a combination of state and county general funds. In CY98, the program served approximately 220 school-aged youth (ages 5-18).

Ceres Behavioral Healthcare

Ceres manages mental health services for Oregon Health Plan clients who receive physical health care through Regents HMO of Oregon and Family Care. During CY99, CERES had an average of 2,000 enrollees and provided mental services to 293.

Day and Residential Treatment Services (DARTS)

Intensive psychiatric day and residential services for children with the most complex mental health needs are purchased outside the managed care contracts under the Oregon Health Plan. Most of the slots available to youth in Multnomah County are purchased through the State Mental Health Division. There are currently 109 day treatment slots for school-aged youth (0-18) through contracts with six community-based agencies:

Nickerson Day Treatment
Edgefield Children's Center
Kerr Youth and Family
OHSU Psychiatric Day Treatment
Parry Center
Waverly Day Treatment

In addition, the state purchases 75 residential psychiatric slots through facilities in Multnomah County. The state and county are planning to fold both the day and residential treatment services into the managed care contracts for mental health in late 2000.

Children's Mental Health Partnership

The Partnership is supported by major child-serving agencies, including Casey family program, county and state mental health funds, school districts, juvenile justice and the state Office of Services to Children and Families. It is administered by the Behavioral Health Division of the Multnomah County Department of Children and Family Services. The program serves youth (under 21) enrolled in participating school districts, involved in multiple service systems, and in need of intensive case management.

Kaleidoscope

This program, also managed by the County, employs three mental health professionals who consult with other professionals working with children. They work out of a variety of settings including school-based health clinics and state SCF offices. In addition to consultation, they also do mental health assessments and triage youth into mental health services when appropriate.

School Mental Health Program

This program was established in the 1960s as a collaboration between Multnomah County and local school districts in order to maintain school social workers when school budgets got tight. There are currently two districts participating: Parkrose and Centennial. Each District contributes approximately 50% of the cost of its social workers and the County picks up the balance. There are currently four County social workers employed through this program who work with the schools in these districts. The efficacy of this program should be re-examined, in light of managed care and other efforts by City and County governments to site social services at schools.

School-based Health Clinics

We have already noted that mental health services are available to students in the 11 schools with School-based Health clinics. The Clinics are operated by the County Health Department, but mental health professionals are hired and supervised by the Department of Community and Family Services. About 960 students receive mental health services annually through the clinics.

As part of a three-year federal "*Safe Schools*" grant, Portland Public Schools will provide funding for expansion of school-based mental health services. Approximately eight mental health consultants will be placed in 16 Portland middle and high schools that do not have clinic services. These staff will be employees of Multnomah County and will receive both clinical and administrative oversight through the County. In addition, Portland Public Schools will be implementing a new Risk Assessment system for use districtwide. Funding will also expand the mental health consultation now provided through the Children's Mental Health Partnership program (described above) for students in "B" Special Ed classrooms.

Crisis Triage Center

Multnomah County contracts with Providence Hospital for the operation of a 24-hour crisis triage center. The center provides assessment and referral for children and adults with acute mental health problems in emergency situations. The Center provides triage services to 250 youth each year, and intervention services for about 100.

Hispanic Mental Health Program

The County also funds a program to provide mental health services for Hispanic families, many of whom are underserved by traditional services and may not be on the Oregon Health Plan. Mental health professionals employed by the County provide services with other professionals at La Clara Vista and La Clinica. The County also contracts with Unity Inc. to provide services through OCHA and El Programa Hispana.

11. Pregnant/Parenting Teens

The primary programs supporting teen parents are operated by the Multnomah County Health Department, Teen Insights, MESD and the Portland Public Schools. The Health Department program focuses on the health needs of pregnant women and attempts to create a coordinated system of supports for teen mothers. Portland Public Schools and the MESD focus directly on allowing girls to continue with their education. Insights Teen Parent Program helps connect teen mothers with agencies that can help meet their basic needs, and serves as a safety net for girls who are not in school. The resulting division of labor works well. The Youth Services Consortium convenes teen parent service providers countywide for quarterly meetings. These meetings draw about 30 service providers and provide good networking and communication opportunities.

The most significant trend affecting these programs is the significant decline in the number of teen pregnancies and teen births in the County.

Teen Connections

The Health Department's Teen Connections program was designed to assess and refer pregnant teens in Multnomah County to appropriate services. The program has been successful in meeting this goal. During FY98-99, an estimated 85% of all 1,100 babies born to young mothers (aged 10-19) were assessed at the hospital. About 86% of these mothers received visits by a Community Health Nurse. The Connections program provides more intensive case management for women with multiple needs who are not receiving services in a school-based program. The Health Department contracts with three community-based agencies to provide these services: the Insights Teen Parent program, DeLauney's Young Moms program, and the Northeast YWCA's Young Families program. Together, these programs provide case management services for about 175 of the teen mothers in the County. All of the programs maintain ongoing waiting lists. The Teen Connections program publishes a comprehensive annual report on its clients and services.

Teen Parent Services, Monroe Program, PIVOT and Pathfinders

Portland Public Schools' Teen Parent Services provides educational services for approximately 400 teen mothers enrolled in the district. Over half of these girls are "mainstreamed" in regular high schools, and attend a teen parent class. The School District contracts with Teen Insights to provide these students with case management. The remaining students are enrolled in the Monroe program, or PIVOT. The Monroe program is an alternative school that helps transition girls who have been out of school, or who are not succeeding in a regular high school environment. PIVOT is operated in collaboration with the Job Corps and provides job training in business and clerical work. Childcare is provided. During 1990-2000, Portland's Alternative Education office began contracting with Oregon Pathfinders to provide alternative education for 48 pregnant and parenting teens. The district's Teen Parent Services are funded through state school revenues based on an allocation formula that provides 200% of the basic allocation for every pregnant student enrolled. Because the program also receives additional revenues, its budget has not decreased with decreases in overall enrollments.

Helensview High School

Helensview is an alternative high school operated by the Multnomah ESD. Helensview serves 66 pregnant and parenting youth ages 12-21. Students reside in school districts throughout Multnomah County. Helensview provides individualized self-paced instruction through applied projects and activities. Instruction focuses on work and careers, life skills, communication, technology, and parenting. Helensview also provides case management and support services, including health and medical care. The program operates a state-certified Childcare Center that serves 48 infants and toddlers on-site. A Head Start program serves children from 3-5 years of age.

Insights Teen Parent Program

This program has been serving teen mothers for twenty years. The program has an annual budget of $1 million and serves about 1,700 teen parents (primarily mothers). The program is funded primarily by Portland Public Schools (which contracts for case management for its students), the Multnomah Education Service District (which contracts for social service referrals through Helensview), and the Multnomah County Health Department (which contracts for case management as part of the Connections program). Insights is also participating in a national demonstration project called CHOICES, which is a substance abuse prevention program for teen mothers. The intervention is an in-home counseling model. The program is being tested as a clinical trial with 100 young mothers receiving the intervention, and 100 in a control group. Lastly, Insights receives funding from the State Adult and Family Services and from the state Office of Services for Children and Families to provide services to young pregnant/ parenting women on their caseloads.

Other School Districts

Each of the school districts in the county provides educational services for pregnant and parenting students, generally through their alternative school programs.

12. Recreation

The City of Portland's Department of Parks and Recreation provides the most extensive recreational opportunities for youth within the City of Portland. These facilities are provided at limited cost to all residents. Additional recreation programs specifically target at-risk youth and are provided by the Boys and Girls Clubs and Self Enhancement Inc. These programs are discussed in our Youth Club and Culturally Specific sections. Although we were not able to identify them all here, a number of local sports organizations, such as soccer and baseball clubs, provide youth with other regular recreational opportunities.

We estimate that close to half of the youth in Multnomah County are involved in recreation and arts programming after school.

The 1998 Assets Survey of Youth in Multnomah County found that:

> 45% are involved in music, art, drama or dance after school or on weekends, and
>
> 60% play on or help with sports teams at school or in the community.

Portland Parks and Recreation Community Centers

The City of Portland Park's Bureau operates Community Centers in 26 of the City's 206 parks. These centers offer programs that include swimming lessons, after-school recreational activities, and the arts. Summer programming is targeted primarily at school-aged youth. There are fees associated with many youth services offered through the Parks Bureau. Fees vary by park location. Although Community

Centers are available throughout the City, there are relatively few in East County because the park facilities in that area are underdeveloped.

The City of Portland does not regularly assess utilization of recreation services and was unable to provide unduplicated counts of youth served by Community Centers and aquatics programs. Without such analytic capability, the Bureau cannot ensure that the level of programming is associated with the level of need.

Portland Parks and Recreation Community Schools

The City's Community Schools program began in 1978 as a collaboration between the Parks Bureau and Portland Public Schools, based on a "Joint Use Agreement" that allowed the schools to use the park's playing fields for school sports, and the Parks Bureau to use school facilities after hours for adult education and after-school programs. The program has since expanded to other school districts within the City limits. There are presently 13 community school sites, most of which are located in middle schools:

- Alameda
- David Douglas
- Gregory Heights
- Harold Oliver
- Hosford
- Jackson
- Lane
- MLC
- Mt. Tabor
- Ockley Green
- Parkrose
- Portsmouth
- Whitaker

Each Community School program is developed by a coordinator, and programming is designed to meet local needs. There are user fees associated with most Community School programs. Fees vary by program location and may be adjusted or waived based on ability to pay. The Parks Bureau was unable to provide us with the number of youth served in the Community School programs. It is not yet clear how the network of new SUN schools will interface with the existing set of community schools.

Police Activities League of Greater Portland

The mission of the PAL program is to build partnerships between youth, police, and the community through recreational, athletic, and educational programs to encourage and develop good citizenship and improve our quality of life. The program was founded in the 1940s by the Portland Police Bureau and was established as an independent non-profit corporation in 1990. The local program is affiliated with the National Association of PALs.

PAL provides recreational programs after school, and during the summer and spring breaks. The program targets at risk youth ages 8-16 who are on the free and reduced lunch program. PAL has a coordinator, but is staffed largely by volunteer law enforcement officers. The program serves youth throughout Multnomah County with officers from most of the local police departments (Portland, Gresham, and Sherwood), as well as the Multnomah County Sheriff's Department. PAL operates out of Portland's NE Precinct. It operates programs in sites throughout the County, including the PAL Youth Center at NE 172nd and Glisan, and a Summer Camp at PSU.

Portland Parks and Recreation's *Time for Kids*

This program began in 1997 as a three-year pilot project supported by the Portland City Council with the goal of providing quality, high-impact after-school and summer programs to at-risk 3rd-8th graders in the Outer SE and North Portland areas. The Parks Bureau contracts with a number of community-based agencies. Some of the services are delivered at school locations. During FY98-99 the Time for Kids program provided after school services to a total of 1,250 youth through its summer, school year, and repeating programs.

A recent evaluation of the *Time for Kids Initiative* found that school-based, year-long projects had the greatest impact on academic achievement, highest attendance, and positive ratings from adults. Based on these results, it is recommended that funding for additional summer programs be targeted to those that provide a bridge to school-year programs. The most successful programs were also those in which youth bonded closely with adult leaders. Transportation was identified as a barrier for some participants. The evaluation also highlighted a number of problems associated with managing a successful collaboration with diverse stakeholders. The City's program manager has recommended that the program sunset, and that the funds be allocated to SUN schools.

13. Mentoring/Volunteer

The growth in local mentoring efforts mirrors the national trend. Recognizing the critical importance of creating more caring relationships in the lives of youth, a number of new mentoring organizations were founded over the last decade. These include Self Enhancement Inc., Friends of the Children, Committed Partners for Youth, and Start Making a Reader Today (SMART). In addition, many existing youth-serving agencies, such as the County's Family Centers, added mentoring to their array of services.

In 1997 the mentoring movement got a real "shot in the arm" after a number of local businesses and community leaders returned from a national conference sponsored by America's Promise—The Alliance for Youth, led by Colin Powell. In May of 1998, the local group held a tri-county summit called "Let's Talk Youth." Following the summit, MentoringWorks, originally part of VolunteerWorks, was started. Their first task was to conduct a needs assessment of local mentoring programs. The assessment was based on a survey of 95 organizations in the tri-county area that offer some type of mentoring program. The 49 organizations that responded reported that they offer the following services:

- 36 % operate mentor programs
- 31 % operate tutoring programs
- 19 % operate both mentor and tutoring programs
- 14 % operate other youth service-oriented programs

About 58% of the programs that operate mentor/tutor programs are school-based.

Based on this data, MentoringWorks estimated that 750 youth in the tri-County area are linked with an adult mentor for a minimum of ten hours a month. About 7,000 youth were mentored less intensively for a minimum of one hour a week and up to a year. These results are summarized in the chart on page 115.

One of the prominent findings of the report was that while the demand for mentors exceeded the supply, approximately 80% of interested mentors are "lost" after their initial offer of interest. Respondents overwhelmingly (92%) recognized the need for the development of a system for coordination and support of services.

The Tri-County Mentoring Initiative, which supports MentoringWorks, has come together to address this need. Currently in its developmental stages, plans include the creation of an infrastructure to support all local programs and possible coordination with state efforts. The Tri-County Mentor Initiative is currently seeking volunteers for its Leadership Council (community and business leaders), Provider Council (executives and program directors from mentoring agencies), and the Mentor Center (a clearinghouse of services staffed by Initiative employees). The group also plans to build a centralized internet-based system of linking adult volunteers with organizations that need mentors. The Governor's Office along with the Oregon League of Cities have stated their interest in investigating a broad-based mentoring initiative and together with those leading the Tri-County Initiative they are considering next steps.

The California Mentoring Initiative and its director Andy Mecca have offered technical assistance to the Tri-County Mentoring Initiative. California's initiative started with a $10 million foundation that is growing. In three years they have made over 300,000 mentor-child matches statewide. They strive to conduct continuous program evaluation. Recent data (gathered from 57,000 mentor-child matches) indicate that only 8% of youth used alcohol and drugs compared to a general population rate of 22%, and mentored students stayed in school and did not become teen parents. California estimates that the costs to recruit, train, match, and support each mentor-child match runs about $500.

As part of its "City-Schools Agenda", the City of Portland has established the goal of increasing the number of city employees who work as volunteers supporting the education and well-being of youth by 10% by 2005. A 1999 survey of City employees found that 30% participate regularly as volunteers with youth, spending an average of 11 hours per month. About 75 City employees volunteer with the SMART program.

Descriptions of Selected Local Programs

Due to the large number of mentoring and tutoring programs in Multnomah County, we have focused on the efforts reaching the largest numbers of youth. A more complete list appears in our table of mentoring programs. But even the table is not complete, because it does not capture all the local efforts to tutor youth. Many mentoring efforts exist as part of larger youth programs, some stand alone, some are just beginning,

Types of Mentor Programs in the Tri-County Area

High ———————————— Level of Intensity ———————————— Low

Level 1	Level 2	Level 3	Level 4
One adult to one youth Minimum of 10 hrs./ month for one year Not site-based Unsupervised	One adult to one youth Minimum of 1 hr/week for one year Site-based	One adult to one youth Minimum of less than one academic year Supervised Emphasis on academics	One adult to two or more youth Minimum of less than one academic year Site-based Supervised
Examples: Big Brother/Big Sister, Committed Partners for Youth	Example: Lunch Buddy Program	Examples: SMART Program, tutoring	Examples: Coaching, group activities
750 Youth/Adult matches	7,000 Youth served in Level 2 and 3 combined		N/A

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and others are declining. Some of the programs offering mentoring or tutoring have been classified in other sections of our inventory, such as youth development clubs. Most mentoring efforts involving employees of local business are discussed under school-to-Work efforts. Self Enhancement Inc. is discussed as a culturally specific program.

Big Brothers / Big Sisters of the Portland Area

For nearly 90 years, Big Brothers / Big Sisters of America has provided adult supervision to youth from single-parent households. The national organization has earned respect in the mentoring field for the organizational structure and support built into its mentoring relationships, consideration of youth and parent preferences in matching, and long-term relationships that were developed. The local Big Brothers / Big Sisters program was run through the County's Family Centers and overseen by the Urban League. It officially shut down on June 30, 1999 and on July 1st a Steering Committee was formed to redevelop the organization. At the present time it has "applicant status" with the national organization. The committee wants to learn how to best serve the tri-county area and is conducting a community needs assessment as well as creating a business plan. A Board of Directors will be forming shortly. Next the organization should move into "agency in formation status" and at that time it will be seeking people to get involved.

BridgeBuilders

BridgeBuilders was founded in 1997 with the goal of teaching African-American boys how to become responsible young men. Teens apply to the program in the 9th grade. If accepted, the boys enter the "Prospective Gents Club," where they learn skills, attend religious services, travel to Black colleges, and do community services. The boys in the program also meet weekly with adult mentors who also provide tutoring. Academic work is a priority and members strive for a 3.0 grade point average. During their senior year, the graduates go through an intense "rite of passage" which recognizes their academic and social achievements. Many of the graduates continue to stay involved with the club and their adult mentors while attending college. The 1999 class of 11 men will be the third to graduate from the program, which currently involves about 85 youth.

Committed Partners for Youth

Since 1987 Committed Partners for Youth (CPY) has worked with middle schools in SE Portland to create positive relationships between adult mentors and 12-14 year old at-risk youth. Through the program, CPY strives to increase school attendance and academic performance, lower the dropout rate and number of school disciplinary actions, support the transition from middle to high school, and link youth with support services. The volunteer mentors work with youth to build problem-solving and decision-making skills and increase self-esteem. To continue its support and skill building for mentored youth, CPY has added a Graduate Leadership Program at the local high school.

CPY mentors connect with their young people several times each week. During a school year, there are over 160 scheduled contacts between a youth and mentor. When mentors connect this often, they really know what is happening in the lives of their youth and can intervene early when problems arise. The mentors and CPY professional staff maintain close working relationships with school officials and parents. CPY's training process is exemplary; it conducts extensive initial mentor training (even including chances for mentors and youth to learn together) and offers ongoing training and support to its mentors. Some training and coaching activities also involve teachers and parents in different configurations.

CPY is planning to expand to additional schools and to increase the number of youth served at each school site. Staff also plans to expand the level of parental participation in the program.

Friends of the Children

Founded in 1993 by a successful businessman, Duncan Campbell, Friends of the Children holds caring, nurturing relationships at the core of its program. What distinguishes it from most other mentoring programs is that mentors are paid, and that the mentoring relationship can last for over 10 years. This allows them to provide intensive, long-term support and guidance to vulnerable children at high risk throughout the Portland metropolitan area. Each mentor is responsible for up to eight children; it is a full time, professional job. The children are identified in first grade and the mentoring relationships continue from 1st grade throughout their schooling. Adult mentors hold aspirations for their young people – they set realistic, positive expectations and arrange learning activities where the children can explore talents and interests. Friends of the Children mentors intentionally collaborate with family, school, and community but the focus of the mentoring remains to support the child toward academic success by building assets and resiliency. Because a long-term commitment is expected, Friends of the Children staff carefully select and train the mentors. Initial preparation for mentors is rigorous, and ongoing training and support are responsive to mentors' needs as they do their work.

Friends of the Children contracted with an independent third party to evaluate its program and measure its success based on significant outcomes. The organization's leaders have found the process and results invaluable. They report that it has continued to shape program improvements in ways that maximize the benefits to all.

I Have A Dream Oregon

I Have a Dream is a national mentoring and scholarship program established in 1981 by New York businessman, Eugene M. Lang. Over the years the national program has helped support 160 projects in 57 cities, serving more than 10,000 children from low-income communities.

Portland's program began almost 10 years ago when three local citizens became sponsors of the first class of "Dreamers": 108 fifth graders at King Elementary School in NE Portland. Since that time additional classes of Dreamers have been sponsored each year. Beginning in fourth or fifth grade, sponsors, staff, and volunteer mentors work with the children to set high expectations and emphasize the value of education. Students in Dreamer classes are guaranteed scholarship assistance if they complete high school. The adults build relationships with the children and work with family and school personnel to support the students' academic success. They take advantage of community resources and develop after-school and school vacation activities for their children and youth.

Since the mentors are Vista/AmeriCorps volunteers, they change every one or two years. To reinforce continuity, the I Have A Dream program strives to build a Dreamer identity for its children and youth over the years, a continuous identification the young people can hold on to with pride and affection. Mentors hold high aspirations for their young people and they emphasize more than getting a diploma – they want youth to understand and value what they can do with it. Mentor training is extensive initially and continues throughout each year as needs arise.

The local program contracts with the Northwest Regional Education Laboratory for ongoing assessment of the impact of the program. When compared to a cohort of non-Dreamers, participating students showed significantly higher graduation rates, and when students did not graduate they did complete more GEDs than their peers. Study results indicated that the program positively impacts Dreamers' academic achievement, school attendance, participation in extracurricular activities, males' behavior in the community, and the educational situation of teen mothers. The NWREL also did a cost benefit study and found that the economic benefits of the Dreamers' academic and social successes equal or exceed the costs of the program. Program leaders report that the NWREL program assessment guides their decision-making and program development.

Operation E.A.S.Y.

The commitment of a single individual, Dapo Sobomehin, is the glue that has held this North and Northeast Portland mentoring program together since 1986. Working with volunteers, Dapo insists that mentors be consistent and persistent in the lives of youth. Operation E.A.S.Y. is a year-round mentoring program with a multicultural/multiethnic component. Once a mentoring relationship begins, adults are expected to stay committed to the children over time based on Dapo's belief that "human beings are not helped with a quick fix." The program sponsors after-school activities and offers in-school counseling and advocacy for children. It also runs a summer program. This program operates with very little financial support and does not track youth outcomes.

Oregon Community Partnership Team

This program, housed in the Oregon Department of Human Services, does not provide direct service. It helps to support several local mentoring programs, by assisting with recruitment, screening, and background checks. The team works with Committed Partners for Youth and Lunch Buddies, and two other intergenerational mentoring programs.

The Lunch Buddy program is modeled on a program developed in Olympia, Washington. Adult volunteers, many of them seniors, meet weekly at the children's schools to have lunch with them. Although the program was once operating in eight Portland schools, it is now only active with two Mid-County elementary schools with collaboration from the Mid-County Caring Community.

SMART (Start Making A Reader Today)

The SMART program, established in 1991 by former governor Neil Goldschmidt as one of the first projects of the Oregon Children's Foundation, uses volunteers to read with kindergarten, first, and second grade children. The program is now operating in 13 counties, where children read with a SMART volunteer twice weekly and receive 14 new books to take home and keep. Since the program's inception, over 110,000 books have been distributed to Multnomah County children. SMART serves schools where over 40% of the student population qualify for free and reduced lunch. Over 60 Multnomah County schools qualify in this way, and SMART currently runs programs in 30 of them.

SMART collaborates closely with school personnel. Each school has a site coordinator, a Vista/AmeriCorps volunteer, who communicates regularly with teachers about student needs and progress. Students who are lagging behind their peers in reading achievement or students who are likely to benefit from extra attention and reading activity are referred to the program by teachers.

Being a SMART tutor is a manageable commitment for many adults. It involves some initial training and ongoing training on an as-needed basis, and the actual tutoring commitment is one hour per week. Many local businesses and community organizations have encouraged their employees to become SMART tutors. The employers contributing the largest number of volunteers include:

Boeing
City of Portland
Columbia Sportswear
Legacy
Oregonian
Pacificorp
Regence Blue Cross
Standard Insurance
Wieden and Kennedy

SMART contracted with an independent third party, the Eugene Research Institute, to conduct a longitudinal study of the program's impact on student achievement. Results indicate that SMART children made significantly greater reading gains than a comparison group. SMART also benefited from a volunteer retention study done pro bono by Griggs Anderson Research. Their results led SMART staff to reorganize trainings in more productive ways, recognize volunteers in meaningful ways, set clear expectations for volunteers, and better understand who chooses to mentor and why.

14. Youth Development Clubs and Organizations

A number of long established organizations, such as the Scouts and Campfire, offer youth development experiences to students throughout Multnomah County. While their historical focus has been on middle class families, these programs are beginning to focus more attention on extending their program to at-risk youth.

The 1997 Youth Asset Survey found that 31% of our young people participate in clubs and organizations outside of school. Further, 38% participate in school club and organizations (other than sports).

Advocates for Women in Science, Engineering and Mathematics

Operated by the Saturday Academy, this program operates 34 after-school clubs for girls in 4th through 12th grades with interests in math and science. The program serves the four-County metropolitan area, including Clark County. Clubs involve about 12-15 girls, and are coordinated by undergraduate women pursuing higher education in these fields.

4-H Club

Oregon State University's Extension Service operates the 4-H program in Multnomah County. A total of 12,000 children participate in 4-H activities annually. About 90% of the children involved in the program are elementary school age. Projects range from the club's traditional focus on animal science to leadership training, natural sciences, and the arts. About 246 teachers and 10,000 students participate annually in 4-H In-School Enrichment projects in school districts throughout Multnomah County. In addition, 500 students participate annually with 300 adult volunteers in after-school clubs.

Boys and Girls Club

The Clubs strive to enhance self-esteem through health, education, job training/placement, cultural arts, and character and leadership development for school-aged youth in a building-centered setting. Clubs target youth at-risk and offer a range of programming: educational, outdoor/environmental, health and PE, citizenship and leadership, social, and cultural. There are three clubs in Multnomah County: the Blazer's Club in NE Portland, the Lents Club, and the Fred Meyer Club in Sellwood. The program was recently awarded $1 million by the Wattles Family Fund (Hollywood Video) to renovate its Lents building in Southeast Portland.

Boy Scouts—Cascade Pacific Council

The goal of the Boy Scout program nationally is "to instill values in young people and prepare them to make ethical choices to help them achieve their potential." This youth development program emphasizes moral values, self-reliance, leadership, and community service for boys ages 6-20. There are about 8,200 boys in Multnomah County participating in regular Boy Scouts club activities with 2,900 adult volunteers.

Girl Scouts—Columbia River

Girl Scouts serve girls 5-17 years of age through an informal after-school program that includes weekly activities in science, math, technology, out-of-doors, arts, and community service. The program is operated primarily with adult volunteers, who serve as leaders for neighborhood-based troops. There are currently 4,000 girls and 800 adult volunteers in Multnomah County participating in the program.

In addition to well-known club activities, the Boy and Girl Scouts collaborate in an in-school program called "Learning for Life." Weekly one-hour sessions focus on the traditional ideals of scouting such as self-esteem enhancement, responsibility, participation, leadership, and social skills. The program presently serves 2,900 elementary school-aged children from 14 Portland-area schools in low-income areas. The Boy Scouts also operate a Career Speakers program, which exposes students in 12 Portland area middle schools and seven high schools to employment issues. The Council has plans to expand this program into other schools in Multnomah County.

In response to litigation brought by a parent, the Portland Public School Board has directed its Instructional Improvement committee to review the district's policy relating to recruitment by non-school groups.

Campfire

The goal of the Campfire program is to "help youth discover their potential by trying new experiences and learning about themselves and others." Historically, the program worked as a traditional weekly club-based program for girls. Much like the Girl Scouts, Campfire served primarily white, middle-class girls. In more recent years, the program has become coeducational, and broadened its focus to reach historically underserved youth.

Two programs in particular promote leadership skill development by involving youth with community activities. The Youth Volunteer Corps (YVC) works with K-12 teachers and students on service learning projects. Learning activities are coordinated by teachers to maximize the integration of academic goals into the community service. Campfire's Youth Involvement Network (YIN) has established volunteer centers for students at selected schools. It also finds and advertises volunteer opportunities for youth, manages a website, and distributes a newsletter. Campfire estimates that there are as many as 14,000 Multnomah County youth participating in one of the organization's activities.

CHAPTER 7

Strategies for Improvement

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Strategies for Improvement

Many forces affect the educational success of the children and youth in our community, and many interventions are possible. This report has tried to inventory all our major efforts directed at youth success, and to identify other possibilities for more effectively meeting our benchmarks. It is our hope that our list of strategies will encourage more innovation, inspire more collaboration, and marshal increased resources.

Key Strategies

Based on our research on children's educational success, we highlight **Eight Key Strategies** the community will need to pursue in order to meet our benchmarks. These strategies are "key" because the research suggests they would have the greatest impact on youth success, because they raise broad policy issues, or because they will require the collaborative efforts of several institutions, agencies, or levels of government. Most involve all three. These are:

1. Marshal resources within and outside of schools to ensure that all children read at grade level by the third grade. If we do nothing else, the research suggests that this would be the most cost-effective investment we could make as a community in increasing educational success.

2. In order to ensure that students can succeed through relationships with effective and engaging teachers, school districts, teachers unions, teacher training programs, the Teacher Standards and Practices Commission should work collaboratively to strengthen efforts to attract, prepare, and retain a workforce of the highest quality educators.

3. Find ways to ensure that expectations for all children are high and more aggressively implement strategies to reduce the achievement gap for children in poverty and children of color. Portland Public School's Action Plan for eliminating disparity proposes particular solutions, based on a comprehensive review of best practices nationally and broad-based community input.

4. Consider ways to restructure our high schools to better prepare and transition students to post-graduate experiences and employment. Strengthen the existing school-to-work efforts for all students, not just those students at risk. Move more quickly to institutionalize high, performance based standards for high school graduation.

5. Schools should further engage the community in a discussion about how to best address the educational needs of the growing population of students who speak languages other than English.

6. Increase coordination and integration of youth services in Multnomah County through cross departmental strategic and collaborative service planning. Strengthen systems of outcome tracking and accountability for youth services.

7. Continue to increase and strengthen relationships between youth and caring adults through a stronger infrastructure of support for existing mentoring programs. There is considerable redundancy in the recruitment and training functions of these organizations. Mentoring programs should streamline the assessment process for matching volunteers as mentors with youth, to reduce the high attrition rate.

8. Strengthen continuity between schools and families through enhanced parental school involvement, and create more educational continuity for mobile students. Strengthen continuity for students across the key transition points between pre-school and kindergarten, elementary and middle school, middle and high school, and high school and work or college.

Type of Strategy

↔ Improvements in infrastructure and support for quality and interagency collaborations.

Δ Operational improvements in existing programs and services.

⊕ Expansion of existing programs and efforts.

∅ Implementation of new or model programs.

Additional Strategies

Some of these strategies would improve linkages between programs and strengthen the infrastructure of the overall system. Some identify programs and services not currently available in Multnomah County that have had documented success elsewhere. Others address operational improvements in existing programs or expansions in current services to reach more children. The strategies have been classified according to the domain or organization most directly responsible for the change (community, schools, local government, and state government). We have also used the symbols below to identify which general systems need it addresses.

Strategies for Community

⊕ Strengthen efforts to educate parents about the importance of their involvement in their children's schools and education.

Δ Identify an organization that can support and oversee the Caring Community Initiative, which has demonstrated its effectiveness. Integration with the SUN Initiative and other youth initiatives should be explored.

Δ Much of the apparent inefficiency and ineffectiveness of youth-based services in Multnomah County can be attributed to the many different funding streams and layers through which these travel. Local school districts, local governments, and community-based agencies should seriously consider developing a waiver from the state and federal government so that large funding streams can be co-mingled, and layers of administration and accountability reduced. The "Oregon Option" sets a precedent for such a waiver, trading funding flexibility for accountability for outcomes. Because of its increased focus on accountability, Title 1 might be a good candidate for such a waiver.

↔ Funders of youth-serving agencies should work to broaden the network of community-based agencies serving minority youth and offer technical assistance to strengthen the management infrastructure of existing organizations. Local governments and foundations could develop an executive leadership exchange with some of the community-based agencies they support.

Δ The Multnomah County Health Department's annual report on its School-based Health Centers provides an excellent model for reporting basic program information. All youth-serving programs supported by public dollars should consider developing such a report.

↔ There is a real need for system coordination and training to enhance the effectiveness and efficiency of the plethora of volunteer and mentoring organizations working with school-age youth. There is considerable redundancy in the recruitment and training functions of these organizations. Mentoring programs should streamline the assessment process for matching volunteers as mentors with youth, to reduce the high attrition rate.

Δ Organizations that fund youth services should encourage programs to adopt strength-based approaches, and recognize that most funding decision processes are structured to address deficits.

Δ Youth services also need to be more attentive to relationships and design their programs in ways that allow youth to interact meaningfully with adults. This will require providing enough time and continuity to allow relationships to develop.

Δ Local colleges and universities with teacher training programs should make more explicit in their curricula the importance of building relationships with students.

⊕ In order to reclaim high civic expectations for youth, youth-serving organizations, churches, families, local schools, and districts should continue to develop strategies for reinforcing basic civic values and character development.

Δ Increase efforts to provide local youth with a voice and an opportunity to impact the policies governing systems that affect them.

⊕ Strengthen efforts to increase voter registration and participation among young adults.

↔ At the behest of the Portland Schools Foundation, the Portland School District has launched a new strategic planning process designed to meet ambitious new standards. The community will need to hold the district accountable around these goals and the operational changes they may require.

⊕ Conduct widespread public education about performance-based achievement standards, including the CIM and CAM.

↔ Universities and community colleges should continue to integrate their admission standards with the CIM and other proficiency standards for high school students.

⊕ The full community should participate in a discussion with our schools on three critical issues:
  - Ensuring that all students can read by 3rd grade;
  - Developing a strategy for meeting the language needs of ESL students; and
  - Developing strategies to reduce mobility.

↔ In order to provide more continuous learning experiences for youth, we need to build stronger programmatic and communication linkages between school year, after-school, and summer programming.

↔ The Youth Council should develop a benchmark for the Progress Board that gauges local school-to-work efforts, as an interim measure until the Certificate of Advanced Mastery (CAM) is developed and implemented.

Strategies for Schools

Δ In order to ensure more continuous, caring, and productive relationships between teachers and students, school districts should explore smaller schools and schools-within-a-school. Smaller class sizes should be a priority, particularly for elementary schools serving minority and low-income children.

Δ School districts should more fully utilize data from the Youth Asset Survey in planning efforts to set goals and prioritize services.

Δ In order to increase their effectiveness, alternative schools should more regularly monitor student outcomes.

Δ Oregon's new charter school legislation provides new opportunities to more flexibly explore educational alternatives. Local districts should continue to actively support charter proposals to provide more options for their students.

Δ In order to more effectively meet the needs of at-risk students, Portland Public Schools should integrate the administration of all of their compensatory education programs, including English as a Second Language (ESL), Title 1, Alternative Education, and Special Education..

∅ School districts should use Title 1 dollars more aggressively to support proven schoolwide models that have demonstrated successful outcomes with at-risk students. Districts could consider adjusting their eligibility thresholds so that increasing funds are targeted to schools serving the greatest proportion of students in need.

Δ Local school districts should continue to incorporate state-mandated academic standards into a broader set of expectations for students developed in collaboration with teachers, students and their families, and the community.

⊕ In order to increase instruction time for students who are not meeting achievement standards, school districts should continue to develop and expand before and after school programs, as well as summer programs. Priority should be focused on those who do not read at grade level by the third grade.

↔ In order to meet the needs of an increasingly diverse student population, local districts and teacher training programs should continue and strengthen efforts to more actively recruit and retain minority and bilingual teachers. Collaborative efforts between colleges and universities with teacher training programs, school districts, and the Teachers Standards and Practices Commission are underway to increase the pool of available minority and bilingual teachers. These efforts should be monitored closely.

↔ In order to more effectively track students and share information with other districts and youth-serving agencies, school districts should begin using social security numbers or an alternative unique student identifier.

Δ Portland Public School's ESL program needs to be realigned so that services can be provided cost-effectively where they are most needed, based on current demographic data.

Δ School districts should create more educational continuity for students whose families move between schools and school districts.

Strategies for Local Government

↔ Multnomah County should create stronger linkages between the four departments providing school-based services through strategic and collaborative service planning, alignment around common outcomes, and shared data on youth served. These departments include: Community and Family Services, Libraries, the Health Department, Community Justice, as well as the SUN and Caring Communities initiatives.

↔ The County's Department of Community and Family Services should take a comprehensive and strategic look at the youth services it funds, and consider consolidating programs. Over the years, a series of different elected officials have developed their own "pet" projects. What has evolved is a sort of "patchwork quilt" of services and programs, many of which were designed to serve the same populations and share the same goals. There may be a role for the Commission on Children, Families and Community to look more systematically at the mix, although for several years the Commission has moved away from addressing service coordination issues.

Δ The County should re-examine the cost-effectiveness of the School Mental Health Program, in light of managed care and other efforts to site social services at local schools. This program was established in the 1960's.

↔ The Department of Community and Family Services needs to critically assess the extent to which their automated information system (INFOS) provides county managers, elected officials, and community-based organizations with the information they need to track youth outcomes and effectively manage and evaluate services.

- Δ The School Attendance Initiative should continue its efforts to shore up program operations to increase consistency across teams, strengthen communications between school and program staff, and more effectively respond to referrals. Ongoing evaluation efforts should continue to track impact of the Initiative on the County's overall attendance rate, and on students' academic achievement.

- ↔ The MESD and County Health Department should continue efforts to ensure that health services are coordinated in schools with both school nurses and school-based health clinics.

- ↔ The SUN School Initiative provides a new way of thinking more creatively about what students need and how schools, parents, and community can come together at a local school to ensure they can succeed. Because of the complexity of this collaboration, we suggest that those supporting the Initiative (particularly Multnomah County) facilitate a critical look at all existing school-based and family-support services, so that existing services can be realigned. Further, the evaluation of the first round of sites should yield results that can help inform further expansion.

- ↔ The City of Portland, one of the chief sponsors and funders of the SUN Schools Initiative, needs to realign the services it provides to school-aged youth through the Parks Bureau's Community School and Community Center programs. The Parks Bureau also needs to develop the capacity to generate automated utilization data.

- ↔ In collaboration with the Secretary of State, the Multnomah County Elections Division should report regularly on voter registration and participation by age.

Strategies for State Government

- ↔ In their ongoing efforts to implement statewide school reform, the legislature and the Oregon Department of Education need to afford local school districts the flexibility and support needed to bring all students to new state standards.

- Δ If the new academic standards are to become a meaningful academic expectation for students, state law and administrative rules will have to be changed to replace the traditional reward system based on credit for "seat time" with the higher, performance-based criteria for a high school diploma.

- Δ In order to ensure that students can transition effectively to the world of work, the state Department of Education should move ahead on development of the Certificate of Advanced Mastery (CAM). The Department should include the business community and local educators more in these discussions. Development of the CAM standards must take into account the skills and experiences students will need to transition successfully to employment without a college degree.

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APPENDIX A

Tables of Youth Services

1. Alcohol and Drug Treatment and Prevention

Agency	Program (s)	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served (aged 5-18)
Multiple HMOs	*Oregon Health Plan*	Substance abuse treatment is managed as part of physical health care.	Youth on the Oregon Health Plan (up to 175% of poverty)	$1.3 million	State and Federal Medicaid	16,000 enrollees
Multnomah County Department of Community and Family Services	*Contracted Services:* *Center for Community MH* *DePaul Treatment Services* *Network Behavioral Health* *Trillium Valley Services* *Tualatin Valley Centers* *Morrison Center*	County contracts with a number of providers for 140 outpatient and residential slots for youth.	Youth with substance abuse problems who do not quality for the Oregon Health Plan.	$1.1 million	State	900 (includes those on the OHP)
Oregon Partnership	*Helpline* *Youthline*	24-hour statewide hot line staffed by volunteers. The Youthline, open from 4-10 pm, is staffed by youth.	Youth and parents who need information and/or treatment referral for a substance abuse problem	$165,000	State	Not available
Portland Public School	*Insights Classes*	Six hour class for students and parents following a drug or violence related disciplinary action.	Youth in Portland Public Schools	$14,000	Federal	380 referrals (98-9) 303 completions
Portland Public Schools	*Alcohol and Drug Assessments*	Schools refer students and their families to community-based treatment agencies for assessment of substance abuse problems	Students in Portland Public Schools	$39,000	Federal	281 referrals (98-9) 197 assessments
Portland Public Schools	*After-School Discovery Program*	Six-week program for students at risk of expulsion for violating drug and alcohol policies.	Middle and High School students in Portland Public Schools	$133,000	Federal	42
Portland Public Schools	*Lodestar*	Twelve-hour strengths based program to assist families involved in substance abuse and other issues	Parents of students in After-School Discovery	$15,000	Federal	29

2. Alternative Education

Agency	Program	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
MESD	*Alpha High School*	Alternative school-to-work high school allows students to earn diploma, obtain work experience, and transition to employment upon graduation.	High school students not succeeding in mainstream classrooms.	$850,620	ODE	173
MESD	*Donald E. Long School*	Educational services for youth in custody, awaiting adjudication.	Incarcerated youth in the Multnomah County Juvenile Justice Complex.	$779,000	ODE	900 Multnomah County students
MESD PPS Multnomah County	*Turnaround School*	Highly structured 60-day behavioral program.	Students in grades 6-12 who have been expelled from public schools because of violence or substance abuse	$1.5 million	Multnomah County	338
MESD	*Helensview High School*	Comprehensive education, job training, and support services for at-risk students who are pregnant and parenting.	Pregnant and parenting teens, primarily girls.	$552,000	ODE	115
MESD	*RISE (Re-entry into Successful Education)*	Two transitional classrooms at Helensview for middle and high school students who have dropped out of school.	Students who have left school	$231,000	Multnomah County	68
Centennial School District	*Centennial Learning Center (CLC)*	CLC offers three programs. The Academy program is full day. *Options* serves students who need an individualized program and flexible scheduling. *Mainstreet* serves students eligible for special ed. All have a strong school-to-work orientation.	Depends on individual program.	$925,000	ODE	138
David Douglas School District	*Aim High School*	Full day program with small classes. Recently added a new school-to-work program.	Students not succeeding in David Douglas High School	NA	ODE	150
Gresham-Barlow School District	*Farris School*	Full day program with small, mixed age classes.	Half of the enrolled students are eligible for special education and on IEPs.	$452,000	ODE	40
Parkrose School District	*Parkrose Alternative Center for Education (PACE)*	Half-day and evening program.	Students not succeeding in mainstream	$250,000	ODE	52
Reynolds School District	*Reynolds Learning Center*	Full day program with school-to-work orientation, and individualized programming.	Students in grades 6-12	$852,000	ODE	300
Portland Public Schools	*High School within a School*	Alternative high school programs are available at all of the District's High Schools.	9th-12th grade students not succeeding in mainstream classrooms	$1.3 million	ODE	6,648
Portland Public Schools	*Middle School within a School*	Alternative school programs are available at 8 of the District's 17 Middle Schools	6th-8th grade students not succeeding in mainstream classrooms.	$900,000	ODE	454
Portland Public Schools	*Transition Classrooms*	Classrooms at each of the Portland High Schools transition students who have been away.	High school students transitioning from other alternative programs, custody, or dropping out.	$580,000	Multnomah County	Unknown

2. Alternative Education: Portland Public Schools Contracts

Agency	Program	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Albina Youth Opportunity School	*AYOS*	25-year old alternative school committed to promote individual responsibility for academic achievement.	Students 14-18 at risk of dropping out.	$244,000	PPS	127
Albina Youth Opportunity School	*GENESIS*	Alternative school within AYOS offers 7 courses designed to meet educational, behavior, and recreational needs.	Court-mandated youth ages 11-17	$250,000	Multnomah County	105
Christian Women Against Crime	*CWAC*	Full 7th-12th grade curriculum designed to Improve self-esteem, enhance achievement and transition student back to home school.	7th-12th grade students expelled from PPS	$129,000	PPS	63
DePaul T reatment Ctrs.	*DePaul Alternative School*	Educational program for youth in DePaul's intensive residential treatment program.	Chemically-dependent youth ages 12-18	$126,000	PPS	107
Eastside Education Ctr.	*Eastside Education Center*	Educational program for at-risk middle and high school students.	At-risk middle and high school students	$34,000	PPS	19
Ecumenical Ministries of Oregon	*International Learning Program*	Program focuses primarily on literacy in both English and native language, and attendance, credit accumulation, and return to public schools.	Immigrant and refugee high school students	$364,000	PPS	171
Mt. Scott Center for Learning	*Mt. Scott Center for Learning*	Alternative middle school program	Students 10-14 with chronic attendance programs	$155,000	PPS	53
New Avenues for Youth	*Education Center*	Individual Education Plans are developed to reintegrate youth back to school or obtain the GED. Programming includes a 15-station computer laboratory, job training programs related to computers, and art, service learning and leadership.	Homeless and runaway youth 12-18	$137,000	PPS	90
OCHA	*LISTOS Learning Center*	Provides a bilingual/bicultural educational program with life skills workshops, and Latino history and culture.	Limited English Proficient students who have dropped out of PPS	$546,000	PPS	215
Open Meadow Learning Center	*High School* *Middle School* *CRUE*	Accredited by the NW Association of Schools and Colleges, offers alternative high and middle school programs and an environmental community service program.	Youth ages 10-19 with a history of academic, behavioral, and emotional problems	$578,000	PPS	215
Oregon Outreach	*McCoy Academy*	Academic program emphasizes a flexible, individualized curriculum.	Students ages 12-21 not succeeding in traditional school settings	$557,000	PPS	251

2. Alternative Education: Portland Public Schools Contracts *(continued)*

Agency	Program	Program Description and Goal	Who Served	Annual Budget	Primary Funding	Number Served
Out Front House	*Alternative School Program*	Educational programming as part of a residential treatment program for court-committed youth	Youth 10-14 referred by the Oregon Youth Authority	$93,000	PPS	30
Portland Community College	*BiLingual Ed Program*	Program offers classes at 5 locations geared toward attainment of the GED for students with non-English backgrounds	Limited English Proficient youth ages 16-20	$956,000	PPS	529
Portland Community College	*GED Dropout Retrieval Program*	Instruction focused on attainment of the GED certificate	Students ages 16-20 who have formally withdrawn from high school	$444,000	PPS	688
Portland Community College	*High School Completion Program*	Instruction focuses on a PCC high school diploma, and also provides college level credits for coursework.	Students who have completed the GED at PCC, and those who have not completed high school	$361,000	PPS	263
Portland Community College	*Middle College High Schools*	Program creates a transition between high school and college.	At risk older students	$200,000	PPS	90
Portland Opportunities Industrialization Center, Inc.	*Rosemary Anderson High School*	Program offers high school completion or GED preparation, and also provides employment training and counseling.	High school aged youth	$650,000	PPS	237
Portland Youthbuilders	*Portland Youth Builders*	Based on a NY City model, this 12 month program promotes youth development with education, leadership, and vocational training in the construction trades.	At risk youth 16-20	$1.4 million	US Dept. of HUD	77
Quest Schools	*Quest Schools*	Offers flexible scheduling, computer-assisted instruction and tutoring for students with alternative learning styles. Performance-based learning contracts	Severely emotionally disturbed youth and those with learning disabilities.	$442,000	PPS	202
Salvation Army	*Green-House Judge Jean Lewis Memorial Alternative High School*	Program focuses on the 5 subject areas covered in the GED tests. Each student develops an Individual Education Plan.	13-20 year old students, homeless, pregnant, and suspended from school.	$162,000	PPS	152
Springdale Job Corp	*Springdale Job Corps*	Offers six vocational programs, basic education and social skills development.	16-20 at risk	$91,000	PPS	6
Urban League of Portland	*Portland Street Academy*	Students earn credits based on grades, test scores and a portfolio of assignments.	Youth aged 13-20 who cannot be served in traditional classrooms.	$239,000	PPS	105
Youth Employment Institute	*Youth Employment Institute*	Program provides year-round basic skills training, GED completion, and employment training.	16-20 year old youth who have dropped out of the public school system.	$208,000	PPS	228
	Teen Parent Program	Year-round employment program, which focuses specifically on teen parents.	16-20 year old pregnant and parenting teens	$335,000	PPS	NA
Youth Progress Association	*Alternative Learning Center*	Program strives to promote success in academic, employment, and social domains	Youth 15-19 years of age who need skills tailored to independent living	$206,000	PPS	67

Note: Table reflects Portland Public Schools' Alternative Education Services for 1998-99. When possible we attempted to identify the total budget for each program, not just their PPS contract.

3. Collaborative Initiatives

Agency	Program	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Caring Community Initiative	*Caring Communities*	Coordinators work in each of 9 High School clusters to integrate services and strengthen community supports for students. Goal is to increase school completion.	Extent to which direct service is provided varies by Caring Community.	$350,000	Multnomah County	Does not provide direct services
Commission on Children, Families, and Community	*Take the Time*	Public education campaign to educate the community about the importance of developmental assets for youth.	Mini-grants and collaboration grants support over 200 grassroots projects.	$650,000	Multnomah County	Not available
Multnomah County, School Districts, and MESD	*School Attendance Initiative (SAI)*	Attendance officers, school clerks, and case managers in community-based agencies work with truant youth to improve school attendance.	Truant students in grades K-9 in almost all schools in Multnomah County.	$3.3 million	Multnomah County	3,500
Multnomah County Health Department and School Districts	*School-based Health Clinics*	Clinics provide comprehensive and confidential primary health care to under-served children in a school setting. Services include physical exams, immunizations, mental health, and reproductive health.	Students in 11 schools in Multnomah County.	$3.6 million	Multnomah County	6,000 students, about 47% of students enrolled in schools with clinics
Collaboration of state and local governments, schools, and service providers	*Schools Uniting Neighborhoods (SUN) Initiative*	New community school initiative that provides after-school academic and recreational programs, expanded social and health services on-site, and strengthened parental and community involvement in local schools.	Students and families from 8 elementary and middle schools.	$1 million for FY99-2000	Multnomah County City of Portland State	Not yet known

4. Compensatory and Enhanced Education

Agency	Program	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
School Districts	*Targeted Assistance School-wide*	The goal of the program is to help disadvantaged students meet the same high standards expected of all students through enriched educational assistance.	K-12 students at risk of not meeting standards in schools with high percentages of students eligible for free and reduced lunch.	$14 million	Federal Department of Education	24,000
Portland Public Schools	*CIM Academy Summer School*	6 week summer program designed to increase the number of students meeting academic standards.	Students in grades 5 through 8 who did not meet state standards	$1 million	City of Portland	1,400 in 1999 20% of those eligible
Multnomah County	*Library—Youth Services*	County libraries are open 4 evenings, weekends, and school vacations as resources for students. Youth librarians and volunteer "Homework Helpers" assist with homework.	Youth throughout Multnomah County	$2.5 million	Multnomah County	28,000 school-aged youth with library cards
Oregon Graduate Institute of Science and Technology	*Saturday Academy*	Program provides classes in math, science and technology. Classes are small and project oriented.	Students in grades 4-12 in the Metropolitan Area	$2 million	Private	About 1,000 enrolled each quarter

5. Culturally Specific Services for Minority Youth

Agency	Program(s)	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Catholic Charities	*El Programa Hispano*	Case management services for Hispanic middle schools students at 2 middle schools in the Reynolds district. Limited services at one high school.	Hispanic students at risk of dropping out of middle school.	$103,000	Multnomah County	80 middle school 20 high school
Coalition of Community Groups	*Crisis Teams*	Teams of volunteers visit 14 Portland schools on a quarterly basis to monitor efforts to increase achievement	Students at 14 low achieving schools in N/NE Portland	None	NA	No direct services provided
IRCO	*Asian Family Center,* *Girls Enhancement,* *SE Asian Gang Influenced Teen (GIFT), and* *School Attendance Initiative*	Program goals vary, but all generally seek to assist children of refugees and immigrants.	Asian and Russian students and their families	$219,000	Multnomah County	30 Russian 25 Truant Students 40 Girls 6 Asian Gang Involved girls
Native American Youth Association	*Native American Youth Association*	Case management services for Native American youth countywide.	Native American youth at risk of dropping out of middle school.	$117,000	Multnomah County	40
OCHA	*Oregon Leadership Institute,* *LISTOS, Proyecto Adelante,* *Proyecto Conexion,* *Proyecto Ofelia* *School Attendance Initiative*	OCHA operates a number of educational programs for at-risk Latino youth.	At-risk Latino youth	$2.5 million	Portland Public Schools Multnomah County	2,100
Portland House of Umoja	*Residential Outreach*	Program provides supportive residential services for gang-involved youth and conducts outreach.	Gang-involved youth, particularly African-American, Latino & Asian	$768,000	Multnomah County	20 youth housed 3,500 Outreach
School Districts	*English as a Second Language (ESL)/ Bilingual Program*	Language services provided by school district.	Students not proficient in English	$19.3 million	ODE	8,600
Saturday Academy	*Outreach Program*	Conducts a variety of outreach activities with minority students in middle and high schools.	Minority youth	$250,000	NA	650
SEI, Inc.	*In-School Mentoring, After-school education, arts, and recreational programs, SAI*	In-school mentoring program strives to build long term relationships. Academic, recreational and arts programming is provided at the SEI facility	African American youth from Northeast Portland	$3.4 million	Multnomah County	1,100
Sisters in Action for Power	*Sisters in Action for Power*	Membership organization which strives to empower young minority girls in N/NE Portland through participation in community activism.	Minority girls in N/NE Portland	$150,000	Private	150
Urban League of Portland	*Portland Street Academy Tutoring Program*	The League's mission is to assist African Americans in the achievement of social and economic equality. It has been the largest social service provider in NE Portland.	African American families in Northeast Portland	$3 million	Multnomah County	Not available

6. Employment / School-to-Work

Agency	Program (s)	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Business Education Compact	*School-to-Work Information System (SWIS)*	Provides internships and work-site visits for educators and students. Supports an information system to place students with local employers	Students and educators in East County schools, and regional employers	$1.6 million for region	Membership and user Fees	Not available
Junior Achievement	*Junior Achievement*	Business volunteers work in schools to teach students about business & economics.	K-12 Students	$130,000	Private	4,800 students 41 schools
MESD	*Alpha High School*	Alternative school-to-work high school allows students to earn diploma, obtain work experience, and transition to employment upon graduation.	High school students not succeeding in mainstream classrooms.	$850,620	ODE	173
MESD PPS PCC	*Alternative Pathways*	Provides school-to-work services so that students can transition to post-secondary education and career track employment	High School students in 9 alternative schools, primarily in N/NE.	$500,000	Federal	90
Multnomah County	*School-to-Career Coordinator*	Works to expand opportunities for local students to learn about the County as an employer, through internships and job shadowing	Students in all school districts in the county.	$81,000	Strategic Investment Program	Not yet available
Saturday Academy	*Apprenticeships in Science and Engineering*	Provides high school students with 3 week full time internship with local firms	High school students interested in science	NA	Participating companies	175 students and 75 companies
Saturday Academy	*FutureMakers*	Links middle school classes with businesses to work on inventions	Middle school students	NA	NSF	Not available
School Districts	*School-to-Work Coordinators*	Each of the East County school districts has a school-to-work coordinator sited at high schools. Districts pool funds to support an East County School-to-work liaison who helps link 9 coordinators at East County High Schools with employers and school-to-work resources.	High school students in East County. Limited program in Portland	NA	NA	NA
Worksite 21	*Worksite 21*	Helps Oregon employers develop school-to-work plans, through a resource library, workshops, and consultation.	Students and employers statewide	$185,000	Membership	84,000 students in tri-county 1,500 teachers
Worksystems Inc.	*School-to-Work*	Regional job training program. Contracts with many of the agencies below.	Primarily at risk youth in alternative schools programs.	$2 million	Federal	See contracted services

6. Employment / School-to-Work Contracted Programs

Agency	Program (s)	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Boys and Girls Aid Society	*DESTINY*	Summer program combines career planning with visits to work sites and colleges.	Low income girls in Outer SE Portland	$32,000	WSI-City of Portland	75
Emmanuel Community Services	*Renaissance Youth Employment Training and Portland Youth Redirections*	Provide pre-employment skill-building, and employment assistance	At-risk African American teens, with particular focus on adjudicated youth	$273,000	Multnomah County	30 in TYETP 22 in PYR
MESD	*Helensview High School* *Careers in the Trades*	Summer program which provides participation on work crews in the trades	Pregnant and parenting girls enrolled at Helensview	$15,000	WSI-Federal	10
IRCO	*READY Project*	Summer program for new refugees entering high school in the fall. ESL with field visits to work sites and schools.	Russian speaking refugees	$19,000	WSI-City of Portland	16
Janus	*Youth Employment Institute*	Program offers a variety of school-to-work activities on a year round basis. Summer program integrates science curriculum.	At risk youth ages 14-21	$658,000	WSI-Federal	80 Year round 170 Summer
Janus	*Youth Employment Partnership*	Year round employment services to at risk youth offered at geographic based sites.	At risk youth ages 16-21	$153,000	City of Portland	430
Metropolitan Family Services	*Project Linkage Summer Yard*	Youth provide yard maintenance and home safety assistance for seniors in N/NE	At risk youth in N/NE	$27,000	WSI-Federal	10 youth
Mt Hood CC	*Project YESS*	Year round school-to-work program	At risk youth in East County	$281,000	WSI-Federal	85
OCHA	*LISTOS and Proyecto Connexion*	Employment component of Listos Alternative School program. Proyecto Conexion is 8 week summer program focusing on high technology.	Hispanic Youth	$145,000	WSI-Federal	20 Listos 30 Proyecto Connexion
Open Meadow	*Corp Restoring Urban Environment*	Youth work on environmental work crews in year round and summer programs	At risk youth	$183,000	WSI-Federal	50

6. Employment / School-to-Work Contracted Programs *(Continued)*

Agency	*Program (s)*	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Outside In	*Employment Resource Center*	Goal is to provide street youth with the skills to obtain and maintain employment	Homeless and runaway youth	$139,000	WSI-City of Portland	350
Portland Impact	*Summer Youth Employment Program*	Teen-aged youth work with SE seniors who need assistance with yard work	At risk youth ages 13-21	$17,000	WSI-City of Portland	17
Portland Public Schools	*PPS Teen Parent Summer Program*	Pregnant teens attend class in the morning and work at job sites in the afternoon.	Pregnant and parenting teens enrolled in PPS	$66,000	WSI-City of Portland	50
Portland Youth Builders	*Portland Youth Builders*	Focuses on education and construction trades. Students earn college credits and stipend through Americorps	At risk youth	$45,000	WSI-City of Portland	4
SE Works	*Youth Employment Program*	Provides employment training and support	Youth ages 14-21 in Outer SE	$49,000	City of Portland BHCD	900 placed in jobs 1,000 trained
SEI	*Self Enhancement, Inc.*	Year-round academic monitoring, tutoring, and counseling	At-risk youth in N/NE Portland	$237,000	WSI-City of Portland	120
Youth Empl. & Empowerment Coalition	*Youth Employment and Empowerment Program*	Provides pre-employment training, certification, job placement and retention assistance to high-risk youth	Gang affected youth at 6 participating agencies	$248,000	Multnomah County	102

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7. Faith-based

Agency	Program (s)	Program Description and Goal	Who Served
Catholic Charities	*El Programa Hispana*	School retention program.	Hispanic students at risk of dropping out
Ecumenical Ministries	*Portland International Community School*	Alternative School	Foreign born, refugee, and immigrant youth aged 14-21.
Grant Madison Caring Community	*Faith in Youth*	Collaboration of a number of congregations that host back-to-school fairs.	Students in the Grant Madison cluster.
We're Here We Care	*We're Here We Care*	Ministers from 21 churches in N/NE Portland who came together to reduce youth violence.	Plans to provide mentoring and after-school activities.

8. Family Support/Parent Education

Agency	*Program*	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Multnomah County Department of Community and Family Services	*Family Centers*	Network of geographic and culturally specific centers operated by community-based agencies provide a range of services including mentoring, skill building, case management, and drug and alcohol prevention.	All families in the County	$5.7 million	Multnomah County	2,000 students and their families
Multnomah County Department of Community and Family Services	*Family Resource Centers*	Goal is to integrate and coordinate services for families through regular meetings of service providers.	Service providers working with at risk families at selected schools and housing complexes	$550,000	Multnomah County	Not available
Metropolitan Family Services	*FAST (Family and Schools Together)*	Model program which builds small networks of parents of at-risk middle school students.	Lane Middle School students and their families New program to be added at Whitaker.	$37,000	Multnomah County	22 students and their families
Metropolitan Family Services	*GEARS*	Multilingual neighborhood residents and social workers provide outreach and family coaching around accessing needed resources. Self-advocacy centers at Lane Middle School, SE Works, and Lent Elementary School.	Families in the Lent and Brentwood Darlington neighborhoods	$386,000	Multnomah County	200 youth, 577 individuals
Lutheran Family Services	*Kelly Community House*	Provide resources and referrals to support services. Parent groups meet 3 days a week.	Families of children attending Kelly Elementary School	$226,000	Multnomah County	30-50 parents
Oregon Social Learning Center	*Project Alliance*	Clinical Trial of a parental involvement model for middle school students.	Students from Beaumont and Ockley Green Middle Schools	$500,000	National Institute of Drug Abuse	500 students and their families
Portland Organizing Project	*Portland Schools Alliance*	Parent-organizing project modeled on efforts in Texas and Spokane	Parents at 9 Portland elementary schools	NA	Portland Schools Foundation	NA
Multnomah County Department of Community and Family Services	*Touchstone*	School-based family support program for high risk students.	Students referred by teachers and counselors in 22 public schools, primarily Portland Elementary Schools.	$1.6 million	Multnomah County	Program expects to serve up to 440 families.

9. Homeless Youth

Agency	Program	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Janus Youth Programs	*Street Light Youth Shelter and Annex*	Provides crisis shelter and short-term shelter with the goal of moving youth off the streets.	Homeless youth in crisis and those committed to end homelessness	$610,000	Multnomah County	924 youth housed for an average of 14 days
	Yellow Brick Road	Outreach services to homeless youth Downtown	Homeless youth	$100,000	Federal Department of Health and Human Services	1,400
	Bridge House/ Changes	Transitional housing program with follow-up support	Homeless Youth	$258,000	Federal Department of Health and Human Services	30 housed 23 follow-up
	Harry's Mother	Provides 24-hour crisis counseling, short-term shelter, and case management	Runaway and displaced youth in crisis	$621,000	Multnomah County	3,000-6,000 crisis calls 98 housed
New Avenues for Youth	*Day Services* *Transitional Housing* *Service Coordination*	Service Center in Downtown Portland strives to meet the immediate needs of homeless and runaway youth. Provides drop-in day services, transitional housing with 24-hour supervision, and case management.	Homeless and runaway youth	$1.8 million	City of Portland and Multnomah County	1,850
Outside-In	*Day Program* *Specialized Program*	Provides drop-in and ongoing case management so that youth can develop skills for safe and healthy independent living.	Homeless and runaway youth	$442,000	Multnomah County	1,400 drop-in 156 Case management
Salvation Army	*Greenhouse*	24-hour Drop-In services and assessment. Also operates an alternative school program.	Homeless youth	$1.5 million	Multnomah County	1,400 700 screened
YWCA	*Community Transition School*	Provides K-8 education	Homeless children K-8	NA	NA	NA

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10. Mental Health

Agency	Program	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Administered by Multnomah County DCFS	*CAAP Care*	Mental Health Organization administered by Multnomah County's Department of Community and Family Services.	Children and adolescents on the Oregon Health Plan with physical health coverage through Kaiser, providence Good Health Plan, Care Oregon, and ODS.	$4 million	State and Federal Medicaid	21,205 Enrollees 2,600 aged 5-18 served (12%)
Administered by Multnomah County DCFS	*CAAP Care Plus*	This program provides mental health services for those who do not qualify for the Oregon Health plan, have exhausted their benefits, or are too unstable to comply with OHP requirements.	Children and adolescents who are uninsured or underinsured.	$185,000	State and County General Fund	220 age 5-18
CERES	*CERES Behavioral Health Care*	Managed care entity handling mental health services under the Oregon Health Plan	Children and adolescents on the Oregon Health Plan with physical health coverage through Regents HMO of Oregon	$284,000	State and Federal Medicaid	2,051 school-aged enrollees 293 received services (14%)
Multnomah County DCFS	*Children's Mental Health Partnership*	This program provides services not covered by other sources—intensive case management and outpatient services for high needs children served by multiple agencies.	High needs children enrolled in participating school districts and served by multiple agencies.	$1.4 million	Funds pooled from multiple child-serving agencies.	229 age 5-18
Providence Hospital	*Crisis Triage Center*	Emergency psychiatric services provided 24 hours per day, seven days per week.	Youth with emergency mental health problems	Not available	Multnomah County	332 under 18
Multiple agencies	*DARTS*	Psychiatric day and residential treatment provided through community based agencies which contract with the State.	Children and adolescents with complex needs	$8.6 million	State and Federal Medicaid	140 Residential282 Day Treatment
Multnomah County DCFSand Unity	*Hispanic Mental Health Program*	County mental health professionals co-located with other social service workers at La Clara Vista and La Clinica. Contracted services available for youth served by OCHA and El Programa Hispana	Hispanic families	$438,000	Multnomah County	Not available
Multnomah County DCFS	*Kaleidescope*	Mental health professionals provide consultation for youth service staff in settings throughout the county, including school clinics and SCF offices.	Children and adolescents with mental health needs.	$205,000	Multnomah County.	250 Triage 100 Intervention
Multnomah County DCFS	*School Mental Health Program*	Under an arrangement established in the 1960s, the County employs 4 social workers and school districts cover 50% of the cost.	Students in the Parkrose and Centennial School Districts.	$200,000	Multnomah County and School Districts	Not available
Multnomah County DCFS	*School-based Health Centers*	Provides mental health services through the school-based health clinics operated by the Multnomah County Health Department	Students at 11 schools	See Collaborative Initiatives	Multnomah County	960

11. Pregnant and Parenting Teens

Agency	Program	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Multnomah County Health Department	*Teen Connections*	Assesses all teen pregnancies at birth. Case management and home visits based on needs assessment.	Pregnant and parenting teens in Multnomah County	$591,000	Multnomah County	1,100 assessed 175 Case managed
MESD	*Helensview High School*	Alternative High School for pregnant and parenting teens not succeeding in regular schools. Health and other services including developmental childcare and comprehensive support services, also provided on-site.	Pregnant and parenting teens in Multnomah County	$552,000	ODE	121 29 graduated
Portland Public Schools	*Teen Parent Services* *Monroe Program* *PIVOT* *Pathfinders*	Goal is to all pregnant and parenting students to continue with their education.	Pregnant and parenting teens enrolled in Portland Public Schools	$1.3 million	ODE	430 in 1997-98
Other School Districts	*Misc.*	Services for pregnant and parenting teens generally offered though alternative school programs.	Pregnant and Parenting Teens	NA	NA	NA
Insights	*Insights Teen Parent Program*	Provides case management and referrals to social service agencies.	Pregnant and Parenting Teens	$1 million	ODE	1,700 mother and fathers

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12. Recreation

Agency	Program	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Portland Parks and Recreation	*Community Centers*	Offer a range of programs for school aged youth at park locations including aquatics, sports, and the arts.	Students from K-12	$6.6 million*	City of Portland	Not Available
Portland Parks Bureau	*Community Schools*	After-school programming at school sites including recreation, homework clubs foreign language, science and the arts	Students in 12 middle schools and 1 elementary school	$1.4 million*	City of Portland	Not Available
Portland Police Bureau	*Police Activities League of Greater Portland (PAL)*	Offers a number of recreational programs after school and during school breaks. Programs run by volunteer law enforcement officers.	At-risk students ages 8-16 throughout Multnomah County	$500,000	City of Portland	9,700 (not unduplicated)
Portland Parks Bureau through contracts with community agencies	*Time for Kids*	After-school programming including sports, homework clubs, science and the arts	3rd to 8th graders Outer SE and North Portland	$200,000	City of Portland	400 in year-round; 400 in summer 460 in term programs

**Both Community Centers and Community Schools offer some programming for adults, but the bulk of these funds support programming for school aged youth. Because the Parks Bureau does not regularly analyze utilization of its programs, we could not estimate the portion devoted to youth.*

13. Volunteer and Mentoring

Agency	Program	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Bridge Builders	*BridgeBuilders*	Adult males work with African-American males as they move from youth to adulthood through participation in activities that build character, civic responsibility, good decision making, and pride in identity.	African American males in Portland high schools	$100,000	Private	100
Committed Partners for Youth	*Committed Partners for Youth*	Works with Inner SE middle schools to support 8th graders at risk. CPY mentors lead twice monthly group mentoring plus individual mentors contact youth 3 times per week in intensive mentoring program. Also has Graduate Leadership Program through high school.	Youth aged 12-18, specifically at risk 8th graders referred from Lane, Binnesmead, Mt. Tabor, and Kellogg Middle Schools.	$350,000	Private	Usually about 35 in 30 in GLP.
Insights Teen Parent Program	*Community Partnership Team*	Provides support and skill building for teen parents.	Teen parents aged 12-18 in Multnomah County and their children aged 1-5.	NA	NA	15-20
Multnomah County Dept. of Community and Family Centers	*Family Centers:* *Eastwind Center* *Family Works* *North Portland Youth and Family Center – START Program*	Limited mentoring is currently provided through the Family Centers, which until recently participated in the Big Brother/Big Sister program sponsored by the Urban League.	At-risk youth	NA	Multnomah County	Not available
Friends of the Children	*Friends of the Children*	Full-time paid mentors provide intensive, long term support and guidance. Children identified in 1st grade and matched with mentor. Intentional collaboration with school and family with focus supporting the child toward academic and social success.	Beginning with children aged 6+ who are at high risk and continuing with them through high school. Portland metropolitan area.	1.5 million	Private	Currently serving over 220 children.
Full Esteem Ahead	*Full Esteem Ahead*	Founded by a local pediatrician with focus on building positive self esteem in young women. Now includes females and males. Supports dialogue and active participation in community.	Portland metropolitan area youth.	NA	Private	NA
Caring Community Initiative	*Grant Madison CC Mentor Program,* *Mid-County CC Volunteers in Partnership Mentor Program*	Provides extended support for youth in Bridge program. Close school connections. Works cluster schools to identify children in need of individual attention.	Youth aged 12-18 from N and NE Portland. Children aged 6-11 in mid-County area	NA	Multnomah County	Currently serving 4 14 annually

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13. Volunteer and Mentoring *(continued)*

Agency	Program	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
I Have A Dream Foundation of Oregon	*I Have A Dream*	Began in 1990. Provides long term guidance, tutoring, and support with scholarship incentive. Establishes expectation that children can and will succeed in school and go on to higher education.	Children in 4th or 5th grade adopted as a group by sponsors. Presently in N and NE Portland.	$455,000	Private	450
Independent Living Resources	*Take Charge*	Provides disabled youth with role models who have successfully overcome barriers associated with high risk living conditions and/or disabilities.	Disabled youth aged 12-18 in SE Portland.	NA	NA	Usually serves between 15 and 30 youth.
Multnomah County Health Department	*Office of Planning and Development Mentors*	Supports children referred by a school or youth program.	Children aged 6-11 in Multnomah County.	NA	NA	Annually about 5.
Operation E.A.S.Y.	*Operation E.A.S.Y*	Began in 1986. Provides support for life situations and academic skills for teen parents and their children. Special focus on multicultural / multiethnic program and development of long term relationships	Children and youth aged 0-18 from N and NE Portland.	60,000	Private	120 in summer program and 125 in school year programs
Oregon Dept. of Human Services (DHS)	*Oregon Community Partnership Team Friends for Youth (formerly known as DHR Volunteer Program)* *Lunch Buddies*	Program offers support, including recruitment, screening, and background checks, for mentoring programs serving DHS clients. No direct service. Adult Volunteers eat lunch weekly with at-risk elementary school students	Mentoring programs working with children county-wide (0-18) receiving State services. At risk elementary students at 2 mid-County schools	NA	State of Oregon Dept. of Human Services	NA
Multnomah County Family Resource Centers	*Roosevelt START* Marshall Family Resource Center	Limited program Boys and Girls Aid Society runs girls' development and empowerment through guidance, tutoring, service projects, and recreation.	Roosevelt HS students High risk girls aged 12-18 From East County and SE Portland	NA NA	Multnomah County	4 15
Oregon Children's Foundation	*SMART (Start Making a Reader Today)*	Began in 1992. Located at schools and closely linked to reading curriculum. Intended to support reading development of Kindergarten –2nd graders who need extra help and/or attention.	Multnomah County schools with at least 40% students eligible for free and reduced lunch. Currently serving 30 schools.	326, 000	Private	1,850
Rotary Club of Portland	*Youth Incentive Program*	Began in 1990. Provides intergenerational support and scholarship incentives for youth.	Youth aged 12-18 from Whittaker or Jackson MS, whose test scores show ability to do post HS academic work.	NA	Private	Ranges from 15-36. Had 15 as of 11/99.

14. Youth Development Clubs

Agency	Program	Program Description and Goal	Who Served	Annual Budget	Primary Funding Source	Number Served
Saturday Academy	*Advocates for Women in Science, Engineering and Mathematics*	After school clubs help support girls with interests in math and science	Girls in grades 4-12	NA	NA	400 girls in Metropolitan area
Oregon State University Extension Service	*4-H Club*	The 4-H program has expanded its traditional focus on animal science and offers programs in leadership, science, and the arts.	K-12 students	$1.3 million	State/ Federal	10,000 in In-School 500 in after-school clubs
Boys and Girls Club	*Blazers Club* *Lents Boys & Girls Club* *Fred Meyer Boys &Girls Club*	Goal is to promote self-esteem though health, education, job training, arts, and leadership development in a building centered setting	Youth ages 6-18 Target at-risk youth	$2.1 million	Corporate and Foundation	3,500
Camp Fire	*Campfire* *The Youth Volunteer Corps* *Youth Involvement Network*	Through a variety of programs Camp Fire strives to help youth in grades K-12 discover their potential, and develop social and environmental responsibility	Youth ages 5-18	$1.5 million in Multnomah	Member Dues and Fees	14,000 total YVC 5,000 YIN 1,200
Cascade Pacific Council Boy Scouts of America	*Boy Scouts*	Goal is to instill values in young people and prepare them to make ethical choices to help them achieve their full potential.	Boys ages 6-20	$1.6 million in Multnomah	Member Dues and Fees	8,200 in Club 2,900 in Learning for Life program in Elementary
Columbia River Council of Girl Scouts	*Girl Scouts*	Informal, educational program that strives to build skills through activities in science, math, technology, out-of-doors, and the arts.	Girls 5-17	$984,000	Cookie Sales	4,100

APPENDIX B

Youth Focus Group and Interview Protocols

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Youth Focus Group and Interview Protocols

Focus Group Method

The focus groups allowed in-depth, qualitative explorations of the factors that impact school success from the students' own perspectives. Each focus group conversation followed the same general format yet participants had the freedom to digress to subjects of individual interest and experience.

Five focus groups were held with 71 representatives of the following organizations:

- Superintendent's Student Advisory Council (SuperSAC) of the Portland Public Schools
- Commission on Children, Families, and Community's Youth Advisory Board
- United Voices (sponsored through the Latin America/Asia Pacific Youth Program of the American Friends Service Committee)
- Oregon Council for Hispanic Advancement / LISTOS Alternative Education Center
- New Avenues For Youth

In addition, individual interviews were held with 10 middle and high school youth.

Organizations selected for the focus groups represent youths with a wide range of background, experience, and achievement. Participants voluntarily attended the focus groups. They were assured of confidentiality (no quotes attributed to specific individuals) and were not asked to provide any demographic data. Many participants did voluntarily identify their racial/ethnic heritages as African American, American Indian, Asian, Latino, Mixed, or White during the course of the conversations. They also referred to living situations of great variety including income levels ranging from upper middle class to homeless. Demonstrated language skill varied from multi-lingual fluency to non-English speaking. Finally, some participants had chosen paths of traditional academic success (high GPA and student leader at a comprehensive high school) while others had followed alternate paths of greater or lesser measurable success. In addition to the focus group participants, ten youths were contacted through "snowball sampling": when stakeholders or service providers mentioned young people who had important stories to tell, those youths were interviewed individually whenever possible.

Methodology

Prior to each focus group, organization leaders checked the appropriateness of a paper and pencil survey that asked youth to reflect on their educational paths and successes by identifying what had helped or hindered them. Once approved, the survey was given to the youths so that they could refer to their notes as they spoke. (Many later commented that the survey helped them to focus their thoughts and remember more of what they wanted to say.) Surveys were collected after the focus groups; participants were asked to leave their names off the papers. Individual interviews followed the outline of the Stakeholder Interview Questions and allowed variations to delve into the youth's stories.

SAMPLE OF FOCUS GROUP SURVEY

Please place an X on the line to represent your place and jot down your quick responses to the questions that follow.

1. At school I feel like I am:

____

an insider sometimes in, sometimes out an outsider

I say this because ____

____

____

2. In the general Portland community I feel like I am:

____

an insider sometimes in, sometimes out an outsider

I say this because ____

____

____

3. What are the top three things that help you succeed in school and why do they matter to you?

4. What are the top three things that get in the way of your success in school and why do they interfere with your progress?

5. What learning experience has been the most meaningful for you and why?

6. Think of a time when you worked really hard to learn something and produced or did something of excellent quality to show that you had learned it. What did you do and why did you push yourself to go beyond the minimum to do something of high quality?

7. How do you think we should define educational success?

8. If you could do one thing to change your school and/or community to improve the chances of educational success for all students, what would you do?

APPENDIX C

Adult Stakeholder Interview Protocol

APPENDIX C

Adult Stakeholder Interview Protocol

Interview Method

The interviews allowed individualized explorations of school success issues tailored to the participants' personal and professional experiences.

Data Sources

From May through August of 1999, seventy-eight interviews were conducted with community members who are stakeholders in the educational success of the county's children. The original list of potential interviewees came from Commission staff. Names were added and deleted as the interviews progressed in a continuous effort to include as many perspectives as possible while working within realistic time constraints and interviewee availability. Those interviewed included: teachers, building and central office school administrators, business leaders, community activists, parents, and social service providers or coordinators of services. In addition, thirteen regional and ten national experts in educational issues have been consulted.

Methodology

Individual interviews followed the outline of the Stakeholder Interview Question Guide. Variations in question sequence and substance occurred when an interviewee had special experiences to relate. Most face-to-face interviews lasted about an hour and were taped. However, some were conducted over the phone and some were not recorded depending on the availability of the interviewees. Participants were assured of confidentiality, promised that no quotes would be attributed to individuals, and assured that the interviews would be analyzed as a whole to identify general themes.

STAKEHOLDER INTERVIEW QUESTION GUIDE

1. What is your official position, affiliation, and tenure? How did you get to where you are today? (Professional background, history working with children)

2. Based on your work and experience, what do you think are the everyday things that need to be present in the community in order for children to succeed?

3. How do you define educational success? What are the underlying conditions necessary to support success? What do kids need to succeed?

4. If we know what works for children and youth, how do we build it into our institutions?

5. What do you think is really working for young people? Can you give me some examples either from Multnomah County or elsewhere? Can you think of a story of success that has stayed with you – that you thought really meant something?

   What do you think is not working to help young people succeed in their schooling? (Do you have a specific story or example you can recall?)

   Are there things that we used to do that we ought to revive? For example, the Student Attendance Initiative is bringing renewed attention to truancy officers of a sort.

6. If there were one action you could take today to change the current system to make it more likely that children could be successful, what would that be?

   If you won the lottery and had $5 million to invest in educational success, where and how would you invest it?

7. Are there other key people who work with children or youth who would be good for us to talk to?

8. Are we asking the right questions? From your perspective, what would be the most useful questions for us to answer?

9. Are there any points we've talked about today that should be kept confidential – that you wouldn't want shared with another even in conversation?

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Adult Stakeholders Interviewed

Mike Addis*	Portland Parks – Community Centers
Kathryn Anderson*	PPS – Title I
Valerie Anderson*	SMART
Jane Atkinson	Dean, Lewis and Clark College
John Ball*	Director, Worksystems Inc
Donna Beegle*	Researcher (school success of low income students)
Karen Belsey*	Worksystems Inc., Youth Council and Portland BHCD
Jennifer Brinkman*	Photographer and Straight Shooting Mentor
Jimmy Brown*	Prog. Mgr., Multnomah County School Attendance Initiative
Pat Burk*	Asst. to the Supt., Portland Public Schools
Lucile Burt*	High School English Teacher and Writing Consultant
Michele Cahill*	Senior Program Officer, Education Division, Carnegie Corp of NY
Duncan Campbell*	Friends of the Children
Lorena Campbell*	Coordinator, East County Caring Community
Mary Carter	PPS Teen Parent Program
Linda Christensen*	Secondary Lang. Arts Coord and Teacher, Portland Public Schools
Maria E. Campisteguy*	Executive Director, Oregon Council for Hispanic Advancement
Jim Clay*	Director, CCFC
Oryx Cohen*	Program Asst., Portland – I Have A Dream
Peter Collier*	Asst. Professor, Sociology, Portland State University
Kathleen Cotton*	Researcher, Northwest Regional Educational Laboratory
Marilyn Couch	Substitute Teacher and Parent Volunteer, Portland
Serena Cruz	Multnomah County Commissioner
Brian Detman*	Director, Portland-I Have A Dream
Rick Dills*	Director, Curriculum and Staff Development, Gresham-Barlow School .District
Sho Dozono	Business Executive and PPS Foundation Chair
Amy Driscoll	Professor/former Dir., PSU Center for Academic Excellence
Ann Duffett	Senior Research Associate, Public Agenda, NYC
Colin Dunkeld*	Professor Emeritus of Elementary Education, PSU (Reading Recovery)
Phyllis Edmundson*	Dean, PSU Graduate School of Education
Chet Edwards*	PPS – Alternative Education
Nancy Faaren	Principal, McLoughlin Middle School, Vancouver, WA
Anthony Foleno	Senior Research Associate, Public Agenda, NYC
Norm Fruchter	Professor, Institute for Ed and Social Policy, NYU
Joanne Fuller*	Multnomah County Juvenile Justice
Richard Garrett*	Portland Association of Teachers
Diedra Gibson-Cairns*	Mult. Co. Student Attendance Initiative
Karry Gillespie*	PSU Center for Community Research
Muriel Goldman*	Member, CCFC Board
Ron Gould*	Chair, Leaders Roundtable, Group 3
Wm. Greenfield	Professor, Ed Leadership/Reform, PSU
Jean Grossman	Public/Private Ventures, Philadelphia, PA
Cynthia Guyer	Executive Director, Portland Public Schools Foundation
Jeanette Hankins	CCFC
Randy Harnisch	Oregon Dept of Ed – Alternative Education

Kati Haycock*	Executive Director, The Education Trust
Douglas Heath	Professor Emeritus Psychology, Haverford College
Rochelle Henniger	United Way
Ron Herndon*	Director, Albina Headstart
Lynn Hingson*	Prevention Coordinator, Mult. Co. Dept. of Community/Fam Serv
Tony Hopson*	Executive Director, Self Enhancement Inc.
Diane Iverson*	Mult. Co. SUN Schools Initiative
Mike Jaspen	Mult. Co. Budget Office
Bob Jones	Oregon Department of Education
Barbara Jorgensen*	Mult. Co. Education Service District
Katie Keel*	Program Coordinator, Mentoring Works
Christine Kenney*	Mult. Co. Student Attendance Initiative
Debbie Kirkland*	PPS Parent and Volunteer
Karen Knight*	Juvenile Services Consortium
Barbara Knox	High School Social Studies/Math Teacher (retired)
Larry Langdon*	Information Specialist, Regional Drug Initiative
Hud Lasher	Superintendent, Reynolds School District
Rene Leger*	Worksite 21, Oregon Business Council
David Levine	Asst. Program Director (evaluation), SMART
Bob Lewicky*	Mult. Co. Child and Family Services
Mary Li*	Mult. Co. Child and Family Services
Phil Lingelbach*	Turnaround School, Mult. Co. Juvenile Justice
Richard Lucetti*	ESL Coordinator, Albina Head Start
Luis Machorro*	Portland Public Schools ESL Program
Madeline Mader*	Program Coordinator, Kelly Community House
Vicky Martell*	Coordinator, Grant-Madison Caring Community
Elizabeth Martin	Early Childhood Special Ed. Teacher, Parent Volunteer
Carol Matarazzo*	Asst. Superintendent, Portland Public Schools
Heidi Maxwell	Portland Public Schools ESL Program
Julia May*	Prog. Dir. LISTOS Alternative Learning Center, OCHA
Ethan Medley*	High School Science Teacher
Marco Mejia*	Advisor, Latin American Asian Pacific United Voices
Marilyn Miller*	Director, SE Uplift
Kay Molden*	Albina Ministerial Alliance, Day and Night Care Program
Gary Nave*	Professor, Educational Research, PSU
Matthew Nelson	Director, Camp Fire – Portland Area Council
Steve Olczak*	Principal, Reynolds High School
Monica Parmlee	SMART Coordinator, Vernon Elementary School
Donna Parsons	Meyer Memorial Trust
Tom Potter*	Executive Director, New Avenues for Youth
Clara Pratt	Professor, Family Policy Program, Oregon State University
Brian Quinn	PPS Jefferson High School Counselor
Marilyn Richen*	Director, PPS Prevention Programs, Touchstone
Steve Rider	Mult. Co. DCFS, Evaluation Unit
Suzanne Riles	PPS, Former Researcher
Keith Robinson	Superintendent, Centennial School District
Tom Roderick*	National Board Member and NY Educators for Social Responsibility

Barbara Rommel*	Superintendent, David Douglas School District
Jana Rowley	Project Coordinator and Youth Advisory Board, CCFC
Peggy Samolinski	Multnomah County Department of Community and Family Services
Stefana Sardo	Director, Senior Corps, Metropolitan Family Services
Ethan Seltzer*	Institute for Metropolitan Studies, PSU
Linda Simington*	Principal, Lane Middle School, Portland
Jan Sinclair*	Multnomah County Health Dept., School-Based Clinics
Carole Smith*	Exec. Dir., Open Meadow Learning Center
Diana Snowden*	PPS Former Acting Superintendent, Business Executive
Jinnie Spiegler*	Assoc. Director, Resolving Conflict Creatively Program, NYC
Amy Spring*	Coord., Students Serving the City Programs, PSU
John Stanley*	Director, Elementary Education, Gresham-Barlow School District
Michael Stark	Mult. Co. School Attendance Initiative Evaluator
Joan Strouse	Professor PSU and Bilingual and Migrant Education consultant
Tom Swanson*	Former Teacher, Portland Public Schools Grant Night School
Mike Sweeney*	High School Social Studies Teacher, Portland
Carol Talley	Oregon Dept. of Education, Title I
Michael Taylor	Superintendent, Parkrose School District
Chris Tebben	CCFC, Deputy Director
Helen Tesselar	Mult. Co. School Attendance Initiative Evaluator
Maxine Thompson*	Coordinator, Leaders Roundtable
Darrell Tucker	PPS Director of Secondary Student Achievement
Carol Turner*	Education Advocate, Office of the Mayor, City of Portland
Kathy Turner*	Asst. to Commissioner Francesconi, Research/Devel. SUN Schools
Lisa Turpell	Portland Parks and Recreation, Community Schools
Mary Beth Van Cleave*	Former PPS Principal – Kelly Elementary School, Ed. Consultant
Constancia Warren*	Senior Program Officer, Academy for Educational Development, NYC
Susan Perkins Weston	Exec. Dir., Kentucky Assn. Of School Councils
Karla Wenzel	Member, Portland School Board
Theresa White	PPS – Management Information
Dilafruz Williams	Director, PSU Center for Academic Excellence (community p-ships)
Carol Witherell*	Professor, Lewis and Clark College
Rosemary Wray*	Professor, Researcher/Eval., School Reform, Lewis and Clark College
Duncan Wyse*	President, Oregon Business Council
Annette Young	Office of Community College Services

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*Formally interviewed. Additional interviews were conducted with those not asterisked. These interviews were more focused on a particular aspect of educational success, or a particular program.

When consulted, many of the persons listed above spoke from their experiences in multiple roles including their perspectives as parents, community members, and professionals. However, only primary professional affiliations are listed.

APPENDIX D

Youth Asset Survey Results

APPENDIX D

Search Institute's 40 Youth Assets and 1997 Multnomah County Survey Results

External Assets	Internal Assets
Support Family support Family communication Other adult support Caring neighborhood Caring School climate Parent involvement in school	**Commitment to Learning** Achievement motivation School engagement Homework Bonding to school Reading for pleasure
Empowerment Community values youth Youth as resources Service to others Safety	**Positive Values** Caring Equality and social justice Integrity Honesty Responsibility Restraint
Boundaries and Expectations Family boundaries School boundaries Neighborhood boundaries Adult role models Positive peer influence High expectations from parents/teachers	**Social Competencies** Planning and decision-making Interpersonal competence Cultural competence Resistance skills Peaceful conflict resolution
Constructive use of Time Creative activities Youth programs Religious community Time at home	**Positive Identity** Personal power Self-esteem Sense of purpose Positive view of personal future

Youth Assets Survey Results
Multnomah County: 1997

(n=9058)

1. Age

11 or younger	9%
12	27%
13	11%
14	25%
15	10%
16	17%
17	1%

2. Grade in School

6th	37%
8th	37%
10th	26%

3. Gender

Male	48%
Female	52%

4. Race/ethnicity

American Indian	2%
Asian or Pacific Islander	9%
Black or African American	9%
Hispanic	4%
White	64%
Multi-Racial	11%

5. Which best describes your family?

I live with two parents	68%
I live in a one-parent family with my mother	18%
I live in a one-parent family with my father	4%
Sometimes with my mother and sometimes with father	10%

How important is this to you in your life?

6. Helping People

Not important	2%
Somewhat important	13%
Not sure	11%
Quite important	50%
Extremely important	24%

7. Helping to reduce hunger and poverty in the world

Not important	6%
Somewhat important	16%
Not sure	25%
Quite important	26%
Extremely important	27%

8. Helping to make the world a better place in which to live

Not important	4%
Somewhat important	12%
Not sure	13%
Quite important	30%
Extremely important	41%

9. Being religious or spiritual

Not important	19%
Somewhat important	17%
Not sure	21%
Quite important	20%
Extremely important	23%

10. Helping to make sure that all people are treated fairly

Not important	3%
Somewhat important	12%
Not sure	11%
Quite important	40%
Extremely important	34%

11. Getting to know people who are of a different race than I am

Not important	5%
Somewhat important	12%
Not sure	16%
Quite important	38%
Extremely important	28%

12. Speaking up for equality (everyone should have the same rights and opportunities)

Not important	4%
Somewhat important	9%
Not sure	12%
Quite important	30%
Extremely important	46%

13. Giving time or money to make life better for other people

Not important	7%
Somewhat important	18%
Not sure	24%
Quite important	34%
Extremely important	16%

14. Doing what I believe is right even if my friends make fun of me

Not important	3%
Somewhat important	8%
Not sure	11%
Quite important	34%
Extremely important	43%

15. Standing up for what I believe, even when it's unpopular to do so

Not important	3%
Somewhat important	9%
Not sure	13%
Quite important	32%
Extremely important	43%

16. Telling the truth, even when it's not easy

Not important	5%
Somewhat important	14%
Not sure	16%
Quite important	35%
Extremely important	30%

17. Accepting responsibility for my actions when I make a mistake or get in trouble

Not important	4%
Somewhat important	10%
Not sure	14%
Quite important	39%
Extremely important	33%

18. Doing my best even when I have to do a job I don't like

Not important	4%
Somewhat important	12%
Not sure	13%
Quite important	38%
Extremely important	32%

19. On an average school day, about how much time do you spend doing your homework outside of school?

None	8%
Half hour or less	16%
Between half an hour and an hour	27%
1 hour	23%
2 hours	19%
3 hours or more	8%

20. What grades do you earn in school?

Mostly As	24%
About half As and half Bs	25%
Mostly Bs	10%
About half Bs and half Cs	20%
Mostly Cs	8%
About half Cs and half Ds	8%
Mostly Ds	2%
Mostly below Ds	2%

How often does one of your parents ...?

21. Help you with your school work

Very often	17%
Often	23%
Sometimes	30%
Seldom	18%
Never	12%

22. Talk to you about what you are doing in school

Very often	30%
Often	30%
Sometimes	22%
Seldom	12%
Never	6%

23. Ask you about homework

Very often	45%
Often	24%
Sometimes	16%
Seldom	9%
Never	6%

24. Go to meetings or events at your school

Very often	15%
Often	20%
Sometimes	25%
Seldom	22%
Never	18%

25. At school I try as hard as I can to do my best work

Strongly Agree	29%
Agree	46%
Not sure	15%
Disagree	8%
Strongly Disagree	2%

26. My teachers really care about me

Strongly Agree	16%
Agree	30%
Not sure	35%
Disagree	11%
Strongly Disagree	8%

27. It bothers me when I don't do something well

Strongly Agree	32%
Agree	39%
Not sure	15%
Disagree	10%
Strongly Disagree	4%

28. I get a lot of encouragement at my school

Strongly Agree	12%
Agree	32%
Not sure	27%
Disagree	20%
Strongly Disagree	9%

29. Teachers at school push me to be the best I can be

Strongly Agree	19%
Agree	32%
Not sure	25%
Disagree	17%
Strongly Disagree	7%

30. My parents push me to be the best I can be

Strongly Agree	52%
Agree	31%
Not sure	10%
Disagree	4%
Strongly Disagree	3%

31. During the last four weeks, how many days of school have you missed because you skipped or "ditched?"

None	72%
1 day	10%
2 days	5%
3 days	4%
4-5 days	4%
6-10 days	2%
11 or more days	3%

How often do you?

32. Feel bored at school

Usually	45%
Sometimes	51%
Never	3%

33. Come to classes without bringing paper or something to write on

Usually	8%
Sometimes	37%
Never	55%

34. Come to classes without your homework finished

Usually	14%
Sometimes	64%
Never	21%

35. Come to classes without your books

Usually	9%
Sometimes	37%
Never	54%

36. On the whole, I like myself

Strongly agree	38%
Agree	41%
Not sure	14%
Disagree	4%
Strongly disagree	2%

37. It is against my values to drink alcohol wile I am a teenager

Strongly agree	40%
Agree	16%
Not sure	17%
Disagree	16%
Strongly disagree	12%

38. I like to do exciting things even if they are dangerous

Strongly agree	20%
Agree	28%
Not sure	26%
Disagree	16%
Strongly disagree	10%

39. At times, I think I am no good at all

Strongly agree	10%
Agree	26%
Not sure	19%
Disagree	24%
Strongly disagree	21%

40. I get along well with my parents

Strongly agree	32%
Agree	41%
Not sure	15%
Disagree	8%
Strongly disagree	4%

43. If I break one of my parents' rules, I usually get punished

Strongly agree	20%
Agree	41%
Not sure	18%
Disagree	15%
Strongly disagree	6%

44. My parents give me help and support when I need it

Strongly agree	44%
Agree	36%
Not sure	12%
Disagree	6%
Strongly disagree	3%

45. It is against my values to have sex while I am a teenager

Strongly agree	39%
Agree	13%
Not sure	17%
Disagree	14%
Strongly disagree	17%

46. In my school there are clear rules about what students can and cannot do

Strongly agree	30%
Agree	42%
Not sure	17%
Disagree	7%
Strongly disagree	4%

47. I care about the school I go to

Strongly agree	17%
Agree	34%
Not sure	25%
Disagree	13%
Strongly disagree	11%

48. My parents often tell me they love me

Strongly agree	47%
Agree	32%
Not sure	10%
Disagree	6%
Strongly disagree	4%

49. In my family, I feel useful and important

Strongly agree	32%
Agree	38%
Not sure	18%
Disagree	8%
Strongly disagree	4%

50. Students in my school care about me

Strongly agree	14%
Agree	34%
Not sure	34%
Disagree	10%
Strongly disagree	8%

51. In my family, there are clear rules about what I can and cannot do

Strongly agree	35%
Agree	40%
Not sure	15%
Disagree	7%
Strongly disagree	3%

52. In my neighborhood, there are a lot of people who care about me

Strongly agree	14%
Agree	24%
Not sure	34%
Disagree	16%
Strongly disagree	12%

53. At my school, everyone knows that you'll get in trouble for using alcohol or other drugs

Strongly agree	38%
Agree	28%
Not sure	17%
Disagree	9%
Strongly disagree	8%

54. If one of my neighbors saw me do something wrong, he or she would tell one of my parents

Strongly agree	24%
Agree	24%
Not sure	34%
Disagree	10%
Strongly disagree	9%

During the last 12 months, how many times have you ...?

55. Been a leader in a group or organization

Never	34%
Once in a while	17%
Sometimes	13%
Often	16%
Always	20%

56. Stolen something from a store

Never	67%
Once in a while	12%
Sometimes	5%
Often	5%
Always	10%

57. Gotten into trouble with the police

Never	80%
Once in a while	10%
Sometimes	4%
Often	3%
Always	3%

58. Hit or beat up someone

Never	55%
Once in a while	17%
Sometimes	8%
Often	6%
Always	13%

59. Damaged property just for fun (such as breaking windows, scratching a car, putting paint on walls, etc.)

Never	80%
Once in a while	8%
Sometimes	4%
Often	3%
Always	6%

During an average week, how many hours do you spend ...?

60. Playing on or helping with sports teams at school or in the community

0 hours	40%
1 hour	11%
2 hours	10%
3-5 hours	15%
6-10 hours	10%
11 or more hours	13%

61. In clubs or organizations (other than sports) at school (for example, school newspaper, student government, school plays, language clubs, hobby clubs, drama club, debate, etc.)

0 hours	62%
1 hour	15%
2 hours	9%
3-5 hours	8%
6-10 hours	3%
11 or more hours	3%

62. In other clubs or organizations (other than sports) outside of school (such as 4-H, Scouts, Boys and Girls Clubs, YWCA, YMCA)

0 hours	69%
1 hour	10%
2 hours	9%
3-5 hours	7%
6-10 hours	3%
11 or more hours	3%

63. Reading just for fun (not part of your school work)

0 hours	28%
1 hour	26%
2 hours	14%
3-5 hours	16%
6-10 hours	7%
11 or more hours	9%

64. Going to programs, groups, or services at a church, synagogue, mosque, or other religious or spiritual place

0 hours	48%
1 hour	16%
2 hours	15%
3-5 hours	13%
6-10 hours	4%
11 or more hours	5%

65. Helping other people without getting paid (such as helping out at a hospital, daycare center, food shelf, youth programs, community service agency, or doing other things) to make your city a better place for people to live

0 hours	47%
1 hour	23%
2 hours	13%
3-5 hours	9%
6-10 hours	3%
11 or more hours	4%

66. Helping friends or neighbors

0 hours	20%
1 hour	33%
2 hours	21%
3-5 hours	15%
6-10 hours	5%
11 or more hours	7%

67. Practicing or taking lessons in music, art, drama, or dance, after school or on weekends

0 hours	55%
1 hour	14%
2 hours	10%
3-5 hours	11%
6-10 hours	5%
11 or more hours	6%

People who know me would say that this is ...

68. Knowing how to say "no" when someone wants me to do things I know are wrong or dangerous

Not at all like me	10%
A little like me	11%
Somewhat like me	17%
Quite like me	26%
Very much like me	36%

69. Caring about other people's feelings

Not at all like me	4%
A little like me	8%
Somewhat like me	18%
Quite like me	35%
Very much like me	36%

70. Thinking through the possible good and bad results of different choices before I make decision

Not at all like me	8%
A little like me	14%
Somewhat like me	26%
Quite like me	31%
Very much like me	20%

71. Saving my money for something special rather than spending it all right away

Not at all like me	16%
A little like me	16%
Somewhat like me	22%
Quite like me	20%
Very much like me	26%

72. Respecting the values and beliefs of people who are of a different race or culture than I am

Not at all like me	4%
A little like me	7%
Somewhat like me	13%
Quite like me	30%
Very much like me	46%

73. Giving up when things get hard for me

Not at all like me	39%
A little like me	30%
Somewhat like me	17%
Quite like me	8%
Very much like me	6%

74. Staying away from people who might get me in trouble

Not at all like me	14%
A little like me	20%
Somewhat like me	22%
Quite like me	22%
Very much like me	21%

75. Feeling really sad when one of my friends in unhappy

Not at all like me	12%
A little like me	19%
Somewhat like me	26%
Quite like me	25%
Very much like me	18%

76. Being good at making and keeping friends

Not at all like me	4%
A little like me	8%
Somewhat like me	17%
Quite like me	34%
Very much like me	36%

77. Knowing a lot about people of other races

Not at all like me	7%
A little like me	16%
Somewhat like me	29%
Quite like me	27%
Very much like me	20%

78. Enjoying being with people who are of a different race than I am

Not at all like me	4%
A little like me	10%
Somewhat like me	20%
Quite like me	31%
Very much like me	34%

79. Being good at planning ahead

Not at all like me	9%
A little like me	16%
Somewhat like me	29%
Quite like me	26%
Very much like me	19%

80. Taking good care of my body (such as, eating foods that are good for me, exercising regularly, and eating three good meals a day)

Not at all like me	7%
A little like me	13%
Somewhat like me	24%
Quite like me	27%
Very much like me	29%

How many times, if any, have you had alcohol to drink ...?

81. In your lifetime

0	33%
1	12%
2	8%
3-5	12%
6-9	8%
10-19	9%
20-39	6%
40+	11%

82. During the last 12 months

0	51%
1	11%
2	9%
3-5	10%
6-9	6%
10-19	6%
20-39	4%
40+	4%

83. During the last 30 days

0	71%
1	9%
2	6%
3-5	6%
6-9	3%
10-19	2%
20-39	1%
40+	1%

84. Think back over the last two weeks. How many times have you had five or more drinks in a row? (A "drink" is a glass of wine, a bottle or can of beer, a shot glass of liquor, or a mixed drink.)

None	82%
Once	7%
Twice	4%
3 to 5 times	4%
6 to 9 times	1%
10 or more times	2%

85. If you came home from a party and your parents found out that you had been drinking, how upset do you think they would be?

Not at all upset	4%
A little upset	5%
Somewhat upset	10%
Very upset	22%
Extremely upset	59%

How many times, if any, have you smoked cigarettes ...?

86. In your lifetime

0	53%
1	9%
2	5%
3-5	6%
6-9	3%
10-19	4%
20-39	4%
40+	16%

87. During the last 12 months

0	68%
1	5%
2	4%
3-5	4%
6-9	3%
10-19	3%
20-39	3%
40+	10%

88. During the last 30 days

0	79%
1	4%
2	3%
3-5	3%
6-9	2%
10-19	2%
20-39	2%
40+	6%

89. During the last two weeks, about how many cigarettes have you smoked?

None	83%
Less than 1 cigarette per day	6%
1 to 5 cigarettes per day	6%
About 1/2 pack per day	2%
About 1 pack per day	2%
About 1 - 1/2 packs per day	1%
2 or more packs per day	1%

How many times, if any, have you used marijuana (grass, pot) or hashish (hash, hash oil) ...?

90. In your lifetime

0	70%
1	4%
2	3%
3-5	4%
6-9	3%
10-19	3%
20-39	3%
40+	9%

91. During the last 12 months

0	76%
1	4%
2	3%
3-5	4%
6-9	3%
10-19	3%
20-39	2%
40+	5%

How many times, if any, have you used cocaine (crack, coke, snow, rock) ...?

92. In your lifetime

0	95%
1	2%
2	1%
3-5	1%
10-19	0%
20-39	0%
40+	1%

93. During the last 12 months

0	96%
1	1%
2	1%
3-5	1%
6-9	0%
10-19	0%
20-39	0%
40+	0%

During the last 12 months, how many times have you ...?

94. Been to a party where other kids your age were drinking

Never	61%
Once	11%
Twice	8%
3-4 times	7%
5 or more times	13%

95. Driven a car after you had been drinking

Never	93%
Once	3%
Twice	1%
3-4 times	1%
5 or more times	2%

96. Ridden in a car whose driver had been drinking

Never	67%
Once	13%
Twice	7%
3-4 times	5%
5 or more times	8%

How many times, if any, have you sniffed glue, breathed the contents of aerosol spray cans or inhaled other fumes in order to get high ...?

97. During the last 12 months

0	86%
1	6%
2	3%
3-5	2%
6-9	1%
10-19	1%
20-39	0%
40+	1%

98. During the last 30 days

0	93%
1	3%
2	1%
3-5	1%
6-9	0%
10-19	0%
20-39	0%
40+	0%

99. In an average week, how many times do all of the people in your family who live with you eat dinner together?

None	13%
Once a week	10%
Twice a week	9%
Three times a week	10%
4 times a week	10%
5 times a week	13%
6 times a week	11%
7 times a week	23%

100. How often did you feel sad or depressed during the last month?

All of the time	5%
Most of the time	11%
Some of the time	20%
Once in a while	47%
Not at all	17%

101. Have you ever tried to kill yourself?

No	83%
Yes, once	10%
Yes, twice	3%
Yes, more than two times	4%

102. Have you ever had sexual intercourse ("gone all the way," "made love")?

No	77%
Once	6%
Twice	3%
3 times	2%
4 or more times	12%

103. When you have sex, how often do you and/or your partner use a birth control method such as birth control pills, a condom (rubber), foam, diaphragm, or IUD?

Never	32%
Seldom	5%
Sometimes	6%
Often	9%
Always	48%

How many times, if any, in the last 12 months have you used ...?

104. Chewing tobacco or snuff?

0	93%
1	3%
2	1%
3-5	1%
6-9	1%
10-19	0%
20-39	0%
40+	1%

105. Heroin (smack, horse, skag) or other narcotics like opium or morphine

0	97%
1	1%
2	1%
3-5	0%
6-9	0%
10-19	0%
20-39	0%
40+	0%

106. Alawan

0	100%
1	0%
2	0%
3-5	0%
6-9	0%
10-19	0%
20-39	0%
40+	0%

107. PCP or Angel Dust

0	98%
1	1%
2	0%
3-5	0%
6-9	0%
10-19	0%
20-39	0%
40+	0%

108. LSD ("acid")

0	94%
1	3%
2	1%
3-5	1%
6-9	1%
10-19	0%
20-39	0%
40+	0%

109. Amphetamines (for example, uppers, ups, speed, bennies, dexies) without a prescription from a doctor

0	94%
1	2%
2	1%
3-5	1%
6-9	0%
10-19	0%
20-39	0%
40+	0%

110. Sometimes I feel like my life has no purpose.

Strongly agree	10%
Agree	16%
Not sure	19%
Disagree	22%
Strongly disagree	33%

111. Adults in my town or city make me feel important

Strongly agree	15%
Agree	30%
Not sure	34%
Disagree	14%
Strongly disagree	8%

112. Adults in my town or city listen to what I have to say

Strongly agree	12%
Agree	29%
Not sure	33%
Disagree	16%
Strongly disagree	10%

113. I'm given lots of chances to help make my town or city a better place in which to live

Strongly agree	10%
Agree	23%
Not sure	36%
Disagree	20%
Strongly disagree	11%

114. Adults in my town or city don't care about people my age

Strongly agree	7%
Agree	14%
Not sure	39%
Disagree	24%
Strongly disagree	15%

115. In my town or city, I feel like I matter to people

Strongly agree	11%
Agree	27%
Not sure	41%
Disagree	14%
Strongly disagree	7%

116. When things don't go well for me, I am good at finding a way to make things better

Strongly agree	18%
Agree	42%
Not sure	28%
Disagree	9%
Strongly disagree	4%

117. When I am an adult, I'm sure I will have a good life

Strongly agree	39%
Agree	31%
Not sure	24%
Disagree	3%
Strongly disagree	3%

During the last 12 months, how many times have you ...?

118. Taken part in a fight where a group of your friends fought another group

Never	74%
once	13%
Twice	6%
3-4 times	3%
5 or more times	4%

119. Hurt someone badly enough to need bandages or a doctor

Never	81%
once	10%
Twice	4%
3-4 times	2%
5 or more times	3%

120. Used a knife, gun or other weapon to get something from a person

Never	93%
once	3%
Twice	1%
3-4 times	1%
5 or more times	1%

121. If you had an important concern about drugs, alcohol, sex or some other serious issue, would you talk to your parents about it?

Yes	30%
Probably	19%
I'm not sure	17%
Probably not	12%
No	21%

122. How much of the time do your parents ask you where you are going or with whom you will be?

Never	5%
Seldom	5%
Some of the time	10%
Most of the time	28%
All of the time	52%

Among the people you consider to be your closest friends, how many would you say ...?

123. Drink alcohol once a week or more

None	61%
A few	22%
Some	9%
Most	6%
All	3%

124. Have used drugs such as marijuana or cocaine

None	56%
A few	20%
Some	10%
Most	10%
All	5%

125. Do well in school

None	7%
A few	15%
Some	21%
Most	39%
All	17%

126. Get into trouble at school

None	33%
A few	33%
Some	22%
Most	9%
All	4%

How often do you feel afraid of ...?

127. Walking around your neighborhood

Never	62%
Once in a while	25%
Sometimes	8%
Often	3%
Always	2%

128. Getting hurt by someone at your school

Never	67%
Once in a while	20%
Sometimes	7%
Often	3%
Always	2%

129. Getting hurt by someone in your home

Never	84%
Once in a while	9%
Sometimes	4%
Often	2%
Always	2%

130. On the average, how many evenings per week do you go out to activities at a school, youth group, congregation, or other organization?

0	44%
1	17%
2	13%
3	10%
4	6%
5	5%
6	2%
7	3%

131. On the average, how many evenings per week do you go out just to be with your friends without anything special to do?

0	19%
1	17%
2	17%
3	15%
4	10%
5	9%
6	3%
7	9%

132. Imagine that someone at your school hit you or pushed you for no reason. What would you do?

I'd hit or push them right back	41%
I'd try to hurt them worse than they hurt me	18%
I'd try to talk to this person and work out differences	11%
I'd talk to a teacher or other adult	13%
I'd just ignore it and do nothing	17%

133. Students help decide what goes on in my school

Strongly agree	14%
Agree	34%
Not sure	30%
Disagree	12%
Strongly disagree	10%

134. I don't care how I do in school

Strongly agree	5%
Agree	6%
Not sure	11%
Disagree	30%
Strongly disagree	48%

135. I have lots of good conversations with my parents

Strongly agree	22%
Agree	37%
Not sure	22%
Disagree	12%
Strongly disagree	7%

136. If I break a rule at school, I'm sure to get in trouble

Strongly agree	20%
Agree	32%
Not sure	27%
Disagree	15%
Strongly disagree	6%

137. My parents spend a lot of time helping other people

Strongly agree	16%
Agree	31%
Not sure	36%
Disagree	12%
Strongly disagree	5%

138. I have little control over things that will happen in my life

Strongly agree	11%
Agree	15%
Not sure	21%
Disagree	28%
Strongly disagree	25%

During the last 12 months, how many times have you ...?

139. Carried a gun or knife to protect yourself

Never	82%
Once	7%
Twice	3%
3-4 times	2%
5 or more times	6%

140. Threatened to physically hurt someone

Never	63%
Once	14%
Twice	8%
3-4 times	5%
5 or more times	10%

141. Gambled (for example, bought lottery tickets or tabs, bet money on sports teams or card games, etc.)

Never	63%
Once	11%
Twice	8%
3-4 times	6%
5 or more times	13%

How many adults have you known for two or more years who ...? (don't count parents or relatives)

142. Give you lots of encouragement whenever they see you

0	15%
1	14%
2	18%
3 or 4	20%
5 or more	33%

143. You look forward to spending time with

0	17%
1	16%
2	22%
3 or 4	20%
5 or more	25%

144. Spend a lot of time helping other people

0	19%
1	18%
2	22%
3 or 4	20%
5 or more	21%

145. Do things that are wrong or dangerous

0	62%
1	18%
2	9%
3 or 4	5%
5 or more	6%

146. Talk with you at least once a month

0	16%
1	17%
2	18%
3 or 4	17%
5 or more	33%

On an average school day, how many hours do you spend ...?

147. Watching TV or videos

None	7%
Less than 1 hour	16%
1 hour	17%
2 hours	22%
3 hours	16%
4 or more hours	22%

148. At home with no adult there with you

None	13%
Less than 1 hour	19%
1 hour	16%
2 hours	19%
3 hours	14%
4 or more hours	19%

149. Have you ever been physically harmed (e.g. where someone caused you to have a scar, black and blue marks, welts, bleeding or broken bone) by someone in your family or someone living with you?

Never	68%
Once	13%
2-3 times	10%
4-10 times	4%
More than 10 times	5%

150. How many times in the last 2 years have you been the victim of physical violence where someone caused you physical pain or injury?

Never	66%
Once	15%
Twice	7%
3 times	4%
4 or more times	8%

151. Where does your family now live?

On a farm	2%
In the country, not on a farm	4%
On an American Indian reservation	1%
In a small town (under 2,500 in population)	3%
In a town (2,500 to 9,999)	3%
In a small city (10,000 to 49,000)	5%
In a medium size city (50,000 to 250,000)	24%
In a large city (over 250,000)	58%

152. How many years have you lived in the city where you now live?

All my life	46%
10 years or more, but I've lived in at least one other place	15%
5-9 years	18%
3-4 years	10%
1-2 years	7%
Less than 1 year	5%

153. How often do you binge eat (eat a lot of food in a short period of time) and then make yourself throw up or use laxatives to get rid of the food you have eaten?

Never	86%
Once in a while	9%
Sometimes	3%
Often	3%

154. Have you ever gone several months where you cut down on how much you ate and lost so much weight or became so thin that other people became worried about you?

Yes	15%
No	85%

155. What is the highest level of schooling your father (or step-father or male foster parent/guardian) completed?

Completed grade school or less	3%
Some high school	8%
Completed high school	18%
Some college	17%
Completed college	23%
Graduate or professional school after college	17%
Don't know, or does not apply	14%

156. What is the highest level of schooling your mother (or step-mother or female foster parent/guardian) completed?

Completed grade school or less	3%
Some high school	8%
Completed high school	20%
Some college	20%
Completed college	23%
Graduate or professional school after college	15%
Don't know, or does not apply	11%

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